



Town Planning

My Community

locality

Submitted to  
Mattersey Parish Council,  
Nottinghamshire

Submitted by  
AECOM  
3rd Floor, Portwall  
Place, Portwall Ln,  
Bristol BS1 6NA  
February 2017

# Housing Needs Assessment Mattersey Parish Council, Nottinghamshire

February 2017  
Final Report

**Contents**

Glossary of terms used in text.....	5
Executive Summary.....	6
1 Introduction .....	13
Housing Needs Assessment in neighbourhood planning.....	13
Local Study Context.....	14
2 Approach .....	15
PPG-Based Assessment.....	16
Summary of Methodology.....	16
Gathering and Using a Range of Data .....	16
Focus On Demand Rather Than Supply .....	17
3 Relevant Data .....	17
Local Planning Context .....	17
Characteristics of Population .....	29
Household Type.....	32
Household Tenure .....	34
House prices.....	35
Local Household Composition.....	35
Economic Activity .....	38
4 Conclusions .....	40
Overview .....	40
Quantity of Housing Needed .....	41
Characteristics of housing needed.....	48
Recommendations for next steps .....	51

## Limitations

AECOM Infrastructure & Environment UK Limited ("AECOM") has prepared this Report for the sole use of **Mattersey Parish Council** ("Client") in accordance with the Agreement under which our services were performed. No other warranty, expressed or implied, is made as to the professional advice included in this Report or any other services provided by AECOM.

Where the conclusions and recommendations contained in this Report are based upon information provided by others it is upon the assumption that all relevant information has been provided by those parties from whom it has been requested and that such information is accurate. Information obtained by AECOM has not been independently verified by AECOM, unless otherwise stated in the Report.

The methodology adopted and the sources of information used by AECOM in providing its services are outlined in this Report. The work described in this Report was undertaken in the period October 2016 to December 2016 and is based on the conditions encountered and the information available during the said period of time. The scope of this Report and the services are accordingly factually limited by these circumstances.

Where assessments of works or costs identified in this Report are made, such assessments are based upon the information available at the time and where appropriate are subject to further investigations or information which may become available.


AECOM disclaim any undertaking or obligation to advise any person of any change in any matter affecting the Report, which may come or be brought to AECOM's attention after the date of the Report.

Certain statements made in the Report that are not historical facts may constitute estimates, projections or other forward-looking statements and even though they are based on reasonable assumptions as of the date of the Report, such forward-looking statements by their nature involve risks and uncertainties that could cause actual results to differ materially from the results predicted. AECOM specifically does not guarantee or warrant any estimate or projections contained in this Report.

Where field investigations are carried out, these have been restricted to a level of detail required to meet the stated objectives of the services. The results of any measurements taken may vary spatially or with time and further confirmatory measurements should be made after any significant delay in issuing this Report.

### **Copyright**

© This Report is the copyright of AECOM Infrastructure & Environment UK Limited. Any unauthorised reproduction or usage by any person other than the addressee is strictly prohibited.

<i>Project Role</i>	<i>Name</i>	<i>Position</i>	<i>Actions Summary</i>	<i>Signature</i>	<i>Date</i>
<b>Researcher(s)</b>	Graham McGrath	Assistant Consultant	Updated Draft Report		06/01/17
<b>Project Manager</b>	Stuart White	Technical Director	Checked Final Report		06/01/17
<b>Director/QA</b>	Stuart White	Technical Director	Approved Final Report		06/01/17
<b>Qualifying Body</b>	Mattersey Parish Council	Client	Reviewed		17/01/17
<b>Project Coordinator</b>	Mary Kucharska	Project Coordinator	Reviewed		30/01/17

## Glossary of terms used in text

DCLG	Department for Communities and Local Government
HNA	Housing Needs Assessment
NPPF	National Planning Policy Framework
ONS	Office for National Statistics
PPG	Planning Practice Guidance
SHMA	Strategic Housing Market Assessment
SHLAA	Strategic Housing Land Availability Assessment

## Executive Summary

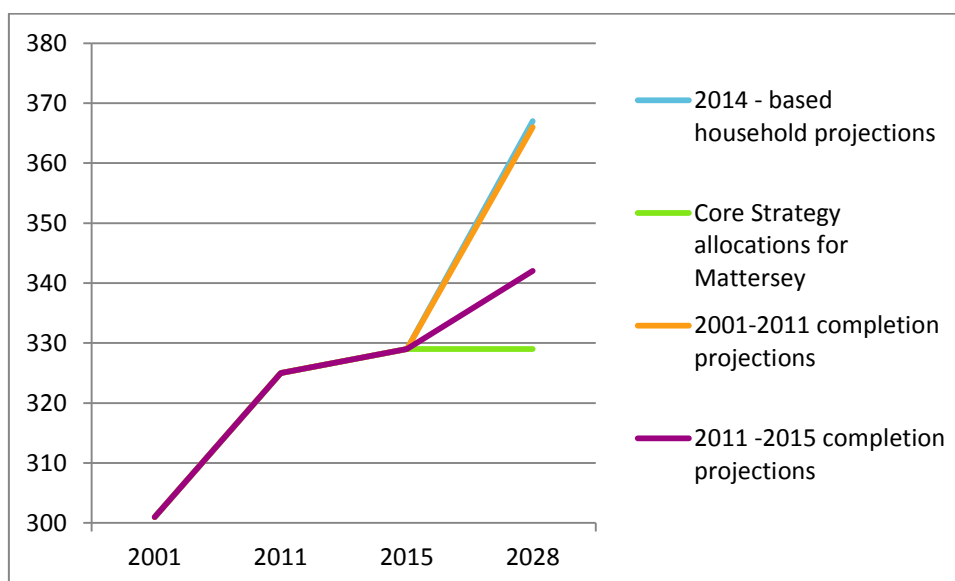
1. The 2011 Localism Act introduced neighbourhood planning, allowing parish councils, town councils, neighbourhood forums and other groups across England to develop and adopt legally binding development plans for their neighbourhood area.
2. As more and more parishes and forums seek to address housing growth, including tenure and type of new housing, it has become evident that developing policies need to be underpinned by robust, objectively assessed housing data.
3. In the words of the National Planning Practice Guidance (PPG), establishing future need for housing is not an exact science, and no single approach will provide a definitive answer. The process involves making balanced judgments, as well as gathering numbers and facts. At a neighbourhood planning level, one important consideration is determining the extent to which the neighbourhood diverges from the local authority average, reflecting the fact that a single town or neighbourhood almost never constitutes a housing market on its own and must therefore be assessed in its wider context.
4. The guidance quoted above on housing needs assessment (HNA) is primarily aimed at local planning authorities preparing Strategic Housing Market Assessments (SHMAs), which are used to determine housing need at a Housing Market Area (HMA) level. However, it helpfully states that those preparing neighbourhood plans can use the guidance to identify specific local needs that may be relevant to a neighbourhood, but that any assessment at such a local level should be proportionate.
5. Our brief was to advise on data at this more local level to help Mattersey Parish Council understand, among other matters, the type, tenure and quantity of housing needed over the planning period to inform neighbourhood plan policies.
6. This objective and independent housing needs advice note follows the PPG approach where relevant. This ensures the findings are appropriately evidenced. The PPG advises that assessment of development needs should be thorough but proportionate and does not require planners to consider purely hypothetical future scenarios, only future scenarios that could be reasonably expected to occur.
7. An HNA at neighbourhood plan level can be focused either on quantity of housing needed, type of housing need, or both. In most cases, there is a need to focus on quantity where the housing target for the neighbourhood plan area being assessed is unclear, for example where the local authority has not set a specific target for the neighbourhood plan area.
8. This report has been produced for the Mattersey Neighbourhood Area, which covers the parished area of Mattersey, encompassing the villages of Mattersey and Mattersey Thorpe. This report focuses both on quantity and type of housing needed. In order to understand both topics, we have gathered a wide range of local evidence and summarised it into policy recommendations designed to inform decisions on housing quantity and characteristics.

9. The planning period of neighbourhood plans, where possible, should always be aligned with the relevant local plan. In the case of Mattersey, this would mean aligning with the adopted Bassetlaw Core Strategy, which extends from 2013 to 2028.
10. The PPG states that plan makers should take a proportionate approach to collecting evidence, and should avoid expending significant resources on primary research (information that is collected through surveys, focus groups or interviews etc.). Plan makers should therefore rely predominantly on secondary data (e.g. Census, national surveys) to inform their assessment which are identified within the guidance.
11. Like much of the data forming the housing policy evidence base, the Census information is quantitative. However, at a local level, qualitative and anecdotal data, if used judiciously, also has an important role to play, to a perhaps greater extent than at local authority level. We have gathered data from as wide a range of sources as practicable in order to ensure robustness of conclusions and recommendations arising from the analysis of that data. Gathering a range of data, some more recent than Census 2011, also ensures allowance is made for the Census now being five years old.
12. The assessment provides advice on the housing required based on need and/or demand rather than supply. This is in line with the PPG, which states that *"the assessment of development needs should be an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints."*
13. For this reason, we advise that the conclusions of this report should also be assessed against supply-side considerations (including, for example, factors such as transport infrastructure, landscape constraints, flood risk and so on) as a separate and follow-on study<sup>1</sup>. This would include review of the SHLAA as a capacity-based analysis.
14. Three separate projections of dwelling numbers for Mattersey between 2011 and 2028 have been identified (see **Figure ES1**).

---

<sup>1</sup> Such an approach, clearly separating housing need assessment (demand-side) from dwelling capacity assessment (supply side), was endorsed by the Government for calculating housing need at local authority level in the ministerial statement and press release 'Councils must protect our precious green belt land' (DCLG, 4 October 2014, available at <https://www.gov.uk/government/news/councils-must-protect-our-precious-green-belt-land>)

**Figure ES1: Mattersey housing projections**



15. These are based on:

- A figure derived from Bassetlaw’s adopted Core Strategy (which gives a total of 329 dwellings, i.e no new dwellings over the plan period)
- The Government’s 2014-based household projections, extrapolated to Mattersey, translated from households to dwellings (which gives a new total of 367 dwellings, or approximately 2.5 dwellings per year);
- A projection forward of dwelling completion rates 2001-2011, (which gives a new total of 366 dwellings, or approximately 2.4 per year)
- A projection forward of dwelling completion rates 2011-2015, (which gives a new total of 342 dwellings or 1 per year).

16. A summary of the findings of the data gathered is shown in **Table ES1**. The source for each factor with particular relevance to the neighbourhood is shown, together with AECOM assessment of whether that factor is more likely to increase (↑), decrease (↓) or have no impact on (↔) the neighbourhood plan area’s future housing need. Following PPG guidance, the factors relate both to housing price and housing quantity.

**17. Table ES1: Summary of factors specific to Mattersey with a potential impact on neighbourhood plan housing quantity**

Factor	Source(s) (detailed in Chapter 3)	Possible impact on future housing need	Rationale for judgement
Age structure of population	SHMA, Census,	↑↑	Census 2011 data shows an older population relative to the national average, and trends toward this increasing. The SHMA notes that the proportion of households made up solely of people of pensionable age in the rural east submarket of the HMA



			<p>is expected to increase from 25.8% to 33.8%. The SMHA also states that over half of all older person households are in three or four bedroom dwellings. There may therefore be a demand for smaller units in the future, if older person households wish to downsize. As older person only households are almost entirely comprised of only one or two persons, if older person households chose to move into suitable smaller units larger units could be freed up for younger families. AECOM therefore considers that this factor has two rather than three up arrows as although there will be increased demand for smaller homes, as older members of the population downsize, family homes will be freed up for younger families and first time buyers.</p>
<p><b>Economic performance</b></p>	<p>SHMA, Census,</p>	<p>↓ ↓</p>	<p>The SHMA noted that the HMA job density is lower than the rest of Bassetlaw and the national average. As such, there are comparatively fewer jobs present in HMA. The Mattersey proportion of economically active residents is also lower than in both Bassetlaw and England, and the levels of retired people are higher than both the average for Bassetlaw and also the national average. This can result in fewer families wishing to move into the area due to lack of suitable employment opportunities.</p>
<p><b>Overcrowding/concealed families</b></p>	<p>Census, SHMA</p>	<p>↓ ↓ ↓</p>	<p>Census data highlights a large percentage of under-crowding in Mattersey (as opposed to overcrowding). This is partly a result of the older population profile. Additionally, the SHMA notes that the proportion of under occupied homes in the wider HMA area is comparable to the regional average, and higher than the national average. It notes that the Rural East submarket has the highest level</p>

			of under occupation within the HMA. As such, this factor has been given three down arrows to reflect a clear lack of pressure for additional housing from overcrowding or concealed households in Mattersey compared with the local authority average.
<b>Level of new supply in local housing market</b>	Census	↑	Between 2001 and 2011 there were a total of 2.4 new dwellings completed each year in Mattersey leading to an 8% increase over the ten year period. In comparison, there was an 11% increase for Bassetlaw as a whole. This suggests that (relative to Bassetlaw) there has been a slightly lower supply of dwellings in Mattersey and as such it may slightly increase demand on future housing need.
<b>Need for affordable housing</b>	SHMA, Census	↓↓	The Census shows shared ownership (an indication of a lack of affordable housing) decreased significantly in Mattersey, at a rate of more than three times the growth seen at the national level. It also shows that the number of people per room is shrinking. Additionally, the SHMA notes that Rural East submarket has the lowest proportion of people unable to afford market rent in both the HMA and district. However, the proportion of socially rented housing is higher than both district and national averages. As such, AECOM considers that this factor should have two, rather than three down arrows.
<b>House prices relative to wider area</b>	Census, Land Registry	↑↑	The average sold house price in Mattersey was £210,000. This is 22% higher than the overall Bassetlaw average of £163,818 over the same period. This suggests that there may be a high demand for homes. It should, however, be noted that due to the size of Mattersey, there were only 5 properties sold

			in the 2016 period. Therefore, the average prices may only reflect the mix of properties sold, rather than changes in the local market itself. As such, AECOM considers that this factor should have two, rather than three up arrows.
--	--	--	--

18. Having confirmed the quantity of housing required in Mattersey, the remainder of the assessment focused on the characteristics and/or type of the housing needed. Summaries of the conclusions from all sources are in **Table ES2** below. Factors in the table are in alphabetical but no other order. Note that there is potential for overlap between some factors (e.g. dwelling type and housing for older people) but an inclusive approach has been taken to ensure all relevant factors are covered.

**Table ES2: Summary of local factors specific to Mattersey with a potential impact on neighbourhood plan housing characteristics**

Factor	Source(s) (see Chapter 3)	Possible impact on housing needed	Conclusion
Affordable housing	Census, SHMA, Bassetlaw Core Strategy	<p>The SHMA report notes that there are high levels of under occupation in the HMA and that levels of overcrowding are half that of the England average. Conversely however, it notes that the level of social rented housing in the HMA is above the England average. The SHMA goes on to note that only 10.1% of households in the Rural East submarket are unable to afford market housing (the lowest in the HMA and district) and that price-income ratios are relatively low compared to many parts of England. Although the SHMA data is only a snapshot in time, it does seem apparent that with only 10.1% of households unable to afford market rent, the adopted core strategy target of 35% affordable housing provision (which development in the Mattersey area will need to comply by) should be adequate.</p> <p>Additionally, there was a decrease between 2001 and 2011 in the level of shared ownership. As of 2011, there were no households in Mattersey recorded as being under shared ownership (shared ownership can be used as an indication of a lack of affordable housing).</p>	<p>The evidence suggests that there is not a significant unmet need for affordable housing in Mattersey. As such, current proportions of market housing (both private rented and ownership) should be sufficient to meet resident's needs. However, it is recommended that the Parish Council work closely with Bassetlaw District Council to ensure that both local affordable need, and also Local Plan Policy requirements are met.</p>
Dwelling type	SHMA, Census	<p>The most popular dwelling types in Mattersey in 2011 were detached followed by semi-detached houses. Future need for detached housing (other than smaller bungalows) may be limited due to the proportionally older population structure of the parish and</p>	<p>It is recommended that new dwellings to be provided should be a mix of houses and bungalows, designed to meet the needs of a range of population sectors, but bearing in mind the need for a particular</p>

		<p>the corresponding number of older people wishing to downsize from family homes and / or move to specialist accommodation. Although demand for flats or apartments is likely to remain low due to the rural nature of Mattersey, there may be an increased need for terraced houses and bungalows to accommodate those wishing to downsize from detached family homes. The income to purchase homes at entry level prices for two bedroom homes in the Rural East submarket were the highest in the HMA.</p>	<p>focus on homes for older people and also starter homes for younger people (as evidenced by the high income level needed to purchase relative to the wider HMA). Although it is accepted that the local context suggests a proportion of the new dwellings coming forward would be semi-detached and detached, the neighbourhood plan should seek to avoid an over-provision of new detached dwellings (with a possible exception for bungalows) in light of the high proportion already available and the identified future needs of an ageing population.</p>
Dwelling size	Census	<p>Between 2001 and 2011 Mattersey saw a large decrease in the number smaller homes, including 1 and 3 bedroom homes, while the number of 2 bedroom homes stayed the same. In contrast there were large increases in the number of larger homes such as 5, 6, and 8 room or more homes. This, combined with an ageing population and wider national trends of decreasing household sizes, is likely to result in a shift towards a requirement for smaller dwellings relative to current housing stock distribution in the future.</p>	<p>Support, encourage and/or require the development of a large proportion of smaller (1-2 bedroom) dwellings to meet the needs of older people looking to downsize, and also younger families who may want to live in Mattersey for family, economic or other reasons. Smaller dwellings most likely to be in demand would be houses rather than flats, and could be terraced or semi-detached depending on its local context. There also continue to be a demand for larger detached homes, however this need will in part be met through older residents downsizing from under-occupied homes.</p>
Housing for older people	Census, SHMA	<p>Census and SHMA data shows that Mattersey is becoming significantly more under-crowded, which is strongly indicative of an ageing population. This is confirmed by data from between 2001 and 2011 that shows the 65-84 age group has seen an increase of 21.3% and the 85 and over age group have increased by 75%. These levels are more than double the national average and suggest that there will be demand for housing suitable for older people into the future. The SHMA report notes that older person only households are almost entirely comprised of only one or two persons but that over half of all older person households are in three or four bedroom dwellings.</p>	<p>The choice of housing for older people needs to increase in the future in line with expected demographic changes. There will be increased demand for smaller housing and bungalows from retirees who wish to downsize; and there will also need to be opportunities for. Specialist accommodation for the elderly and disabled, including warden-assisted accommodation, sheltered housing, cohousing schemes aimed specifically at older people and/or care homes. It is recommended these are provided in accessible locations close to services and facilities, reflecting the fact that many of these types of housing are also workplaces for care staff.</p>

			The Plan may tackle this by working with specialist providers to provide dwellings suitable for older people, essentially smaller units and/or bungalows with 1-2 bedrooms. A policy supporting downsizing for households currently under-occupying larger properties, though aspirational, could at least be a useful statement of intent.
Tenure of Housing	Census, SHMA,	<p>The level of owner occupation in Mattersey is in line with the Bassetlaw average and higher than the England average. The proportion of socially rented housing (rented from the Council or a Registered Social Landlord) is much higher than the district and also higher than national averages. In contrast, there are a lower proportion of privately rented units in Mattersey compared to the Bassetlaw and England averages.</p> <p>Between 2001 and 2011 home ownership in the area has increased at a higher rate than for the modest level of growth in Bassetlaw, and the contraction at the national level. Shared ownership (an indication of a lack of affordable housing) decreased at a rate of more than twice the level of increase seen in Bassetlaw, and more than three times of that seen at the national level.</p> <p>There has been a decrease in social rentals in Mattersey which is broadly in line with that seen in Bassetlaw and much larger than national averages.</p>	<p>Relative to the data for Bassetlaw, there is clearly a higher need for social rented housing and a lower need for private rented housing. The large decrease in shared ownership between 2001 and 2011 however suggests there are limited issues with affordability. It may also be pertinent for the Mattersey NP group to consider other forms of housing tenure, delivered through community led projects. See appendix A for further information on this.</p> <p>As previously discussed, the ageing population may also result in an increased demand on social and private rents as older residents may wish to down size.</p> <p>Mattersey neighbourhood plan should work closely with Bassetlaw District Council to ensure that local need for both social and market rented housing is met.</p>

## 1 Introduction

### Housing Needs Assessment in neighbourhood planning

19. The 2011 Localism Act introduced neighbourhood planning, allowing parish councils, neighbourhood forums and other groups across England to develop and adopt legally binding development plans for their neighbourhood area.
20. As more and more town councils, parishes and forums seek to address housing growth, including tenure and type of new housing, it has become evident that developing policies need to be underpinned by robust, objectively assessed housing data.
21. In the words of the National Planning Practice Guidance (PPG), *“establishing future need for housing is not an exact science, and no single approach will provide a definitive answer. The process involves making balanced judgments, as well as gathering numbers*

*and facts*<sup>2</sup>. At a neighbourhood planning level, one important consideration is determining the extent to which the neighbourhood diverges from the local authority average, reflecting the fact that a single town or neighbourhood almost never constitutes a housing market on its own and must therefore be assessed in its wider context.

22. The guidance quoted above on housing needs assessment (HNA) is primarily aimed at local planning authorities preparing Strategic Housing Market Assessments (SHMAs), which are used to determine housing need at a local authority level. However, it helpfully states that those preparing neighbourhood plans can use the same guidance to identify specific local needs that may be relevant to a neighbourhood, but that any assessment at such a local level should be proportionate.
23. Our brief was to advise on data at the neighbourhood level to help Mattersey Parish Council understand, among other matters, the type, tenure and quantity of housing needed to inform neighbourhood plan policies.

### **Local Study Context**

24. Mattersey Parish is located 20km south of Doncaster in Nottinghamshire. It is comprised of two villages; Mattersey and Mattersey Thorpe. The plan area has a population of 792 (2011 Census) and the local authority is Bassetlaw District Council. It is approximately 2.5 km to the A631 which provides a road link to the A1 and M18, which provide onwards link to Doncaster and Sheffield. The neighbourhood plan area is referred to simply as Mattersey in this report
25. There is a bus stop located on Mattersey Road; however there is no rail station. The nearest rail station is located in Retford which is approximately 11km away. The Station is located on two lines: the East Coast Main Line, with services northbound to York, and southbound to London Kings Cross; and the Sheffield to Lincoln Line, with services running eastbound to Lincoln Central and westbound to Sheffield and Adwick via Meadowhall.
26. The nearest international airport is the Robin Hood Airport Doncaster Sheffield Airport, approximately 15 km to the north west of Mattersey.
27. The neighbourhood plan area is the same as Mattersey Parish. This greatly simplifies the gathering of statistics, as all are available at parish level.
28. For planning purposes, the neighbourhood plan area is covered by the adopted 2011 Bassetlaw Core Strategy. Within the Core Strategy, Mattersey Village is identified as a Rural Service Centre. This is defined as a rural settlement that offers a range of services and facilities, and access to public transport that makes it a suitable location for limited rural growth.
29. Mattersey Thorpe Village is identified within the 'other settlements' bracket. These settlements are considered to have limited or no service/facility provision and are reliant upon other settlements for such needs, the Core Strategy which is now over 5 years old therefore considers these as unsuitable for growth.

---

<sup>2</sup> DCLG (2015) Planning Practice Guidance: Housing and economic development needs assessments, Paragraph 14 [online] available at: <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

30. The level of growth to be allocated for Mattersey was to be outlined in the Site Allocations document. However, the Site Allocations document was produced prior to the introduction of the NPPF and is therefore based on out of date housing need targets from previous Regional Spatial Strategies. Therefore, the Site Allocations document has been withdrawn, and the council is now in the early stages of preparing a new Local Plan. Until such a time as the new Local Plan is adopted there is effectively no housing number target for Mattersey.
31. In this context, Bassetlaw District Council note that:
32. "It is important that local communities are able to progress work on emerging neighbourhood plans. This will be done by reference to the strategic context set out by the Core Strategy until it is eventually superseded by the replacement Local Plan. It is particularly important to note that any adopted neighbourhood plans will become part of the development plan and will therefore carry significant weight in determining planning applications."
33. As such, for the purposes of this HNA, the Core Strategy is considered to be the relevant local planning document which should be referred to. However, it is also prudent for the HNA and any later site assessment work on the supply side to have one eye on the direction of travel with regard to the settlement hierarchy and any shift in thinking about the sustainability of new housing in Mattersey going forward.
34. Mattersey falls within The North Derbyshire and Bassetlaw Housing Market Area (HMA) which includes the local authority districts of Bolsover, Bassetlaw, Chesterfield and North East Derbyshire. There are also economic links between the area and Sheffield and Rotherham to the north. As such, the Strategic Housing Market Assessment Bassetlaw Report (April 2014) will be interrogated for pertinent information.

## 2 Approach

### **Study Objectives**

35. The objectives of this report can be summarised as:
- Collation of a range of data with relevance to housing need in Parish area relative to Bassetlaw District and England as a whole;
  - Analysis of that data to determine patterns of housing need and demand;
  - Setting out recommendations based on our data analysis that can be used to inform the neighbourhood plan's housing policies.
36. The remainder of this report is structured around the objectives set out above:
- Chapter 3 sets out the data gathered from all sources; and
  - Chapter 4 sets out our conclusions and recommendations based on our data analysis that can be used to inform the neighbourhood plan's housing policies.

## PPG-Based Assessment

37. This objective and independent housing needs advice note follows the PPG approach where relevant. This ensures our findings are appropriately evidenced. The PPG advises that assessment of development needs should be thorough but proportionate and does not require planners to consider purely hypothetical future scenarios, only future scenarios that could be reasonably expected to occur.

## Summary of Methodology

38. HNA at neighbourhood plan level can be focused either on quantity of housing needed, type of housing need, or both. In the case of Mattersey, this report focuses both on quantity and type of housing needed. In order to understand both topics, a wide range of data and local evidence has been and summarised it into policy recommendations designed to inform decisions on housing quantity and characteristics.
39. The planning period of neighbourhood plans, where possible, should always be aligned with the relevant local plan. In the case of Mattersey, this would mean aligning with the adopted 2011 Bassetlaw Core Strategy which runs until 2028. Although this document will be superseded by the emerging new Local Plan. The Bassetlaw District Council advise that neighbourhood plans should aim to be in strategic conformity with the currently adopted Core Strategy until the new Plan is adopted.

## Gathering and Using a Range of Data

40. The PPG states that:

41. *"No single source of information on needs will be comprehensive in identifying the appropriate assessment area; careful consideration should be given to the appropriateness of each source of information and how they relate to one another. For example, for housing, where there are issues of affordability or low demand, house price or rental level analyses will be particularly important in identifying the assessment area. Where there are relatively high or volatile rates of household movement, migration data will be particularly important. Plan makers will need to consider the usefulness of each source of information and approach for their purposes."*

It continues:

*"Plan makers should avoid expending significant resources on primary research (information that is collected through surveys, focus groups or interviews etc. and analysed to produce a new set of findings) as this will in many cases be a disproportionate way of establishing an evidence base. They should instead look to rely predominantly on secondary data (e.g. Census, national surveys) to inform their assessment which are identified within the guidance".*

42. Compared with the 2001 Census, the 2011 Census gathered data in a number of new categories and across a range of geographies that are highly relevant to planning at the neighbourhood level and helpful if a PPG-based approach is being used.
43. Like much of the data forming the housing policy evidence base, the Census information is quantitative. However, at a local level, qualitative and anecdotal data, if used judiciously, also has an important role to play, to a perhaps greater extent than at local authority level.



Data has been gathered from as wide a range of sources as practicable in order to ensure robustness of conclusions and recommendations arising from the analysis of that data.

### 3 Relevant Data

#### Focus On Demand Rather Than Supply

44. Our approach is to provide advice on the housing required based on need and/or demand rather than supply. This is in line with the PPG, which states that:
45. *"The assessment of development needs is an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints."*<sup>3</sup>
46. For this reason, it is advised that the conclusions of this report should be assessed against supply-side considerations (including, for example, factors such as transport infrastructure, landscape constraints, flood risk and so on) as a separate and follow-on study.<sup>4</sup>

#### Local Planning Context

*Strategic Housing Market Assessment (SHMA), Bassetlaw District Council (GL Hearn, April 2014)*

47. The PPG states that neighbourhood planners can refer to existing needs assessments prepared by the local planning authority as a starting point. As the Mattersey plan area is located within Bassetlaw, the starting point was the Bassetlaw summary report of the Joint North Derbyshire and Bassetlaw SHMA<sup>5</sup>, carried out by GL Hearn for Bassetlaw District Council. It informs housing policies at a local authority level, including affordable housing policy.<sup>6</sup>
48. The Bassetlaw summary report groups Bassetlaw district into five sub-market areas (Worksop, Retford, Rural North West, Rural South West, and Rural East). In this context, Mattersey is found within the **Rural East** submarket.

---

<sup>3</sup> DCLG (2015) Planning Practice Guidance: Housing and economic development needs assessments, Paragraph 4 [online] available at: <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

<sup>4</sup> Such an approach, clearly separating housing need assessment (demand-side) from dwelling capacity assessment (supply side), was recently endorsed by the Government for calculating housing need at local authority level in the ministerial statement and press release 'Councils must protect our precious green belt land' (DCLG, 4 October 2014, available at <https://www.gov.uk/government/news/councils-must-protect-our-precious-green-belt-land>)

<sup>5</sup> GL Hearn (2013) North Derbyshire and Bassetlaw SHMA [online] available at:

<https://www.bassetlaw.gov.uk/everything-else/housing-services/strategic-housing-market-assessment.aspx>

<sup>6</sup> Here and throughout this report, we have defined affordable housing according **only** to the standard definition found in Annex 2 of the National Planning Policy Framework (NPPF), namely: 'Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market.' We have avoided the definition of affordable housing in its colloquial sense of 'relatively cheaper market housing'.

49. The SHMA considers future housing need in the District and wider HMA over the period to 2031 across a range of topics. Topics of particular relevance to this HNA include:

- Economic performance of the HMA
- The current housing stock and type of housing required
- Affordability and Affordable housing need;
- Specialist housing need for older people

*SHMA conclusions - economic performance of the HMA*

50. The SHMA considered a range of factors pertaining to the economic and labour market dynamics in the HMA and wider district. It notes that the skill profile in the HMA and in Bassetlaw is focused towards lower level skills relative to England as a whole. 20.1% of the population in the HMA and 20.2% in Bassetlaw are qualified to NVQ4+ (equivalent to degree-level) compared with the East Midlands (23.6%) and England 27.4%).

51. Of the submarkets in Bassetlaw, the Rural East submarket has the highest skilled working age populations with 27.1% of the population qualified to NVQ4+ higher, in line with the national average and higher than the regional and HMA average. As a result of low qualification rates, employment in elementary occupations and plant operative work in the HMA (24.4%) is higher than regional (22.0%), and national averages (18.3%). Looking at the submarkets in Bassetlaw, the highest proportion of employment in managerial and professional occupations is in Rural South West and Rural East sub-market.

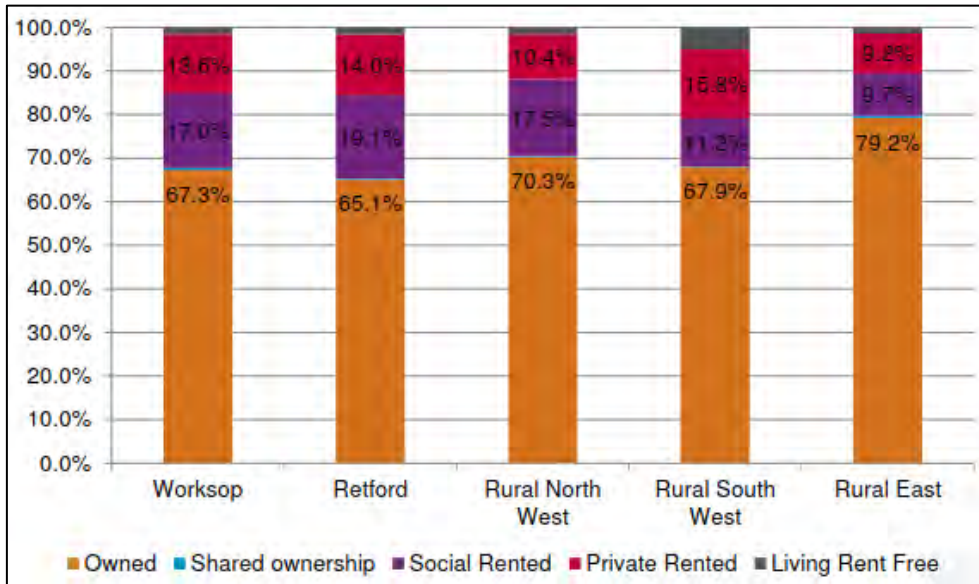
52. Job Seekers Allowance (JSA) claimants are a subset of overall unemployment. The SHMA noted that the JSA Claimant Rate in March 2013 in Bassetlaw (3.3%) was below regional/national averages. The HMA also has a lower than average jobs density, with 68 jobs on average per 100 working-age residents. This compares to 75 across the East Midlands and 78 nationally. Around 17,000 additional jobs would be needed to match the regional average jobs density. The low jobs density suggests notable out-commuting from the area to work.

53. Both resident and workplace earnings are lower in the HMA compared with the England average. This reflects the level of skills and the lower than average level of NVQ 4+ relative to wider geographies. However earnings levels in the HMA are more comparable to the East Midlands (where the skills set and occupational profile is more similar). Workplace earnings are slightly lower in the HMA as a whole compared with resident earnings

*SHMA conclusions current housing stock and type of housing required*

54. The SHMA report notes that at the time of the 2011 census, the Rural East submarket within the HMA had the highest proportion of home ownership (79.2%). This was significantly higher than the 2011 national average of 63.3%. The other three submarkets within the HMA also show a higher level of home ownership than the national average. The Rural East submarket showed a significantly lower proportion of social rented housing than the other three submarkets; this proportion was also lower than the national average. The proportion of private rented housing in the Rural East submarket is also lower than the proportion found in the other submarket areas. Similarly, the level is also significantly lower than the national average of 16.8%. This is shown in figure 1.

**Figure 1: Tenure (households) in the Housing Market Area, 2011**

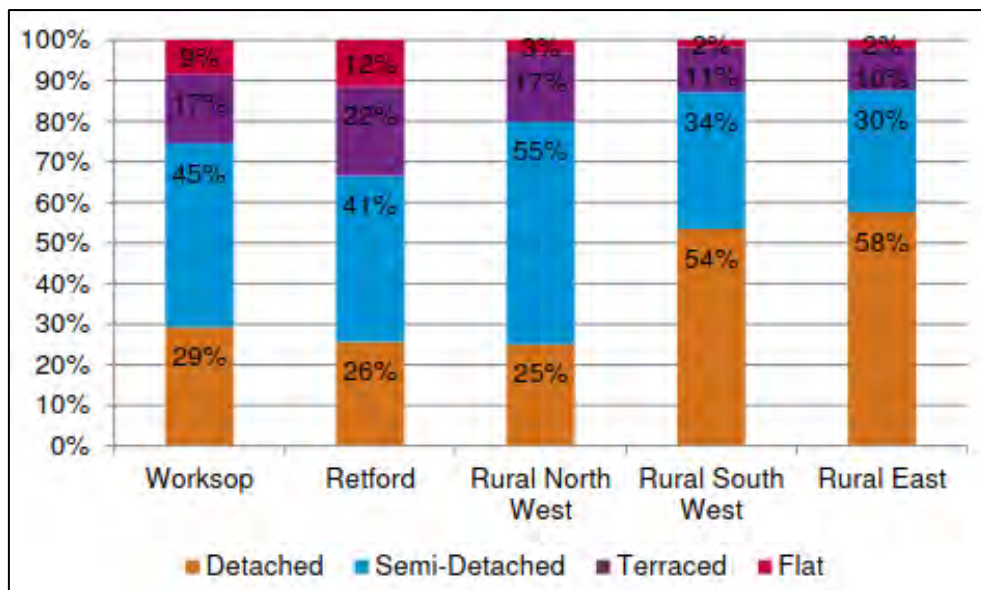


Source Bassetlaw SHMA report<sup>7</sup>

55. Regarding the type of housing most prevalent within the HMA; The SHMA notes that the housing offer is focused particularly towards semi-detached housing, with a low proportion of flats relative the national profile. At the time of the 2011 census the Rural East submarket had the highest proportion of detached housing within the HMA (58%). This was considerably higher than the 2011 national average of 22.4%. Conversely, the Rural East submarket had a much lower proportion of semi-detached housing stock than all other submarket areas within the HMA. The proportion (30%) of semi-detached housing in this submarket is similar to that of the national average (31.2%). The proportion of terraced homes and flats in the Rural East submarket are also generally lower than elsewhere within the HMA.

**Figure 2: type of households in the Housing Market Area, 2011**

<sup>7</sup> Available online at <https://www.bassetlaw.gov.uk/everything-else/housing-services/strategic-housing-market-assessment.aspx>

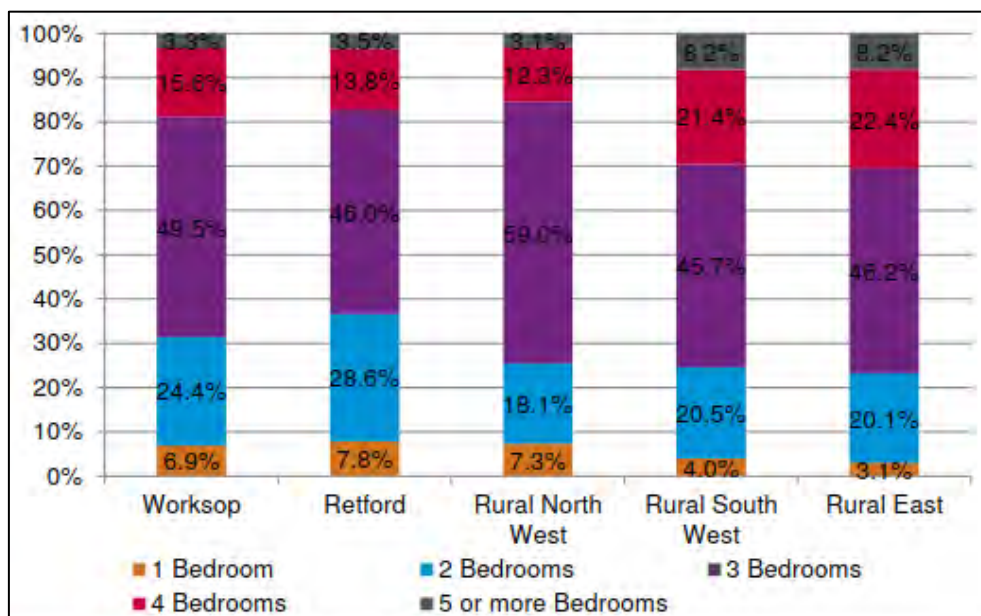


Source: Bassetlaw SHMA report<sup>8</sup>

56. Figure 3 shows that the most common size of housing within the Rural East Submarket is three bedroom houses. This is comparable to other submarkets within the HMA and also the national average. Broadly speaking, the Rural East submarket typically has a larger size of home than that found both within the other submarkets and also relative to the national average. Specifically, there is a higher proportion of 4 bedroom and 5 (or more) bedroom homes. The SHMA noted that where the market will support delivery of smaller to mid-range homes, there would be a good policy case to support this to help diversify the housing stock and attract younger population to the local economy.

<sup>8</sup> Available online at <https://www.bassetlaw.gov.uk/everything-else/housing-services/strategic-housing-market-assessment.aspx>

**Figure 3: size of households in the Housing Market Area, 2011**



Source: Bassetlaw SHMA report<sup>9</sup>

*SHMA conclusions on affordability and affordable housing need*

57. The SHMA drew on a range of information sources to determine affordable housing need. This included data on average incomes and house prices, as well as data which serves as a proxy for affordability i.e. levels of overcrowding.

58. As shown in table 1, across the HMA 77% of households are under-occupied, this is consistent with the regional average, and higher than the national average.

**Table 1: household overcrowding in the HMA**

Area	Overcrowded Households	% overcrowded	% under occupied
Bassetlaw	1,052	2.2%	79%
HMA	3,905	2.3%	77%
East Midlands	61,644	3.3%	77%
England	1,060,967	4.8%	69%

Source: Bassetlaw SHMA report<sup>10</sup>

<sup>9</sup> Available online at <https://www.bassetlaw.gov.uk/everything-else/housing-services/strategic-housing-market-assessment.aspx>

<sup>10</sup> Available online at <https://www.bassetlaw.gov.uk/everything-else/housing-services/strategic-housing-market-assessment.aspx>

59. Looking at the level of under occupation within sub-markets of the HMA, it can be seen that the Rural East submarket has the highest percentage of under occupation in the HMA, closely followed the Rural South West.

**Table 2: household overcrowding in the HMA submarkets**

Sub-market	Overcrowded Households	% overcrowded	% under occupied
Worksop	504	2.7%	77.2%
Retford	237	2.4%	76.4%
Rural North West	167	2.1%	78.3%
Rural South West	39	1.4%	85.6%
<b>Rural East</b>	105	1.2%	86.6%

Source: Bassetlaw SHMA report<sup>11</sup>

60. Table 3 shows that the vacancy rate in Bassetlaw is lower than both the regional and national average. However, within the HMA submarkets it can be seen that both the Rural East and Retford submarkets have a higher vacancy rate than the Bassetlaw, regional, and national average.

**Table 3: household vacancy rates**

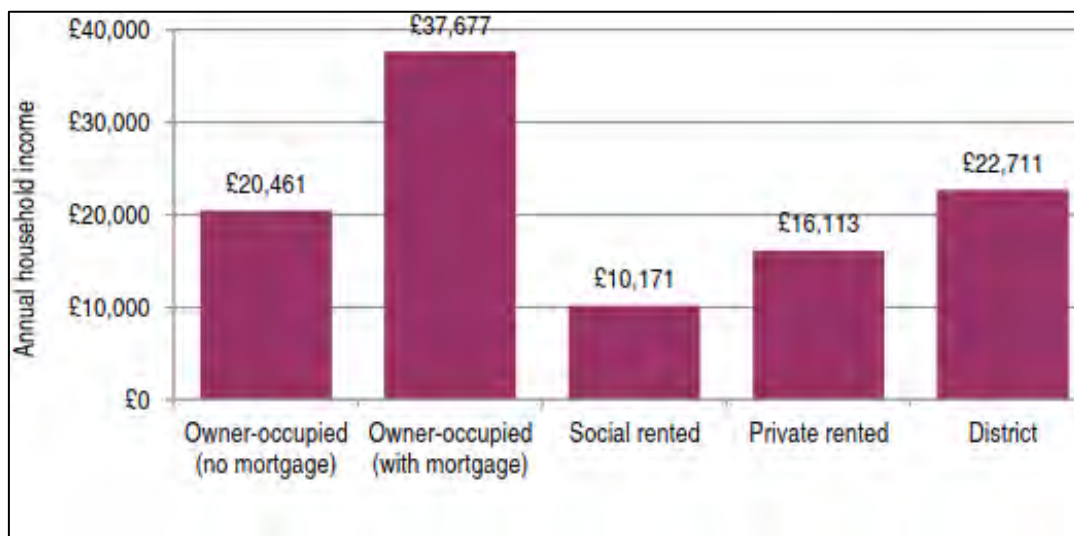
Sub-market	Household spaces with no usual residents	All household spaces	% vacancy
Worksop	426	19166	2.2%
Retford	474	10434	4.5%
Rural North West	226	8010	2.8%
Rural South West	112	2877	3.9%
<b>Rural East</b>	514	8932	5.8%
Bassetlaw	1,746	48,542	3.6%
East Midlands	78,224	1,973,828	4.0%
England	980,729	23,044,097	4.3%

Source: Bassetlaw SHMA report<sup>12</sup>

<sup>11</sup> Available online at <https://www.bassetlaw.gov.uk/everything-else/housing-services/strategic-housing-market-assessment.aspx>

61. The level of social rented housing in the HMA and to a lesser extent Bassetlaw, are above the national average. The SHMA notes that the tenure profile has however been changing – with the private rented sector being the key growth sector over the 2001-11 decade with a 5.1 percentage point increase in the households which it accommodates.
62. The SHMA noted that within the Bassetlaw district, the income of households varies greatly by tenure, with those in rented accommodation, particularly social rented accommodation, having much lower average incomes. The incomes of outright owners are significantly lower than for those with a mortgage reflecting the high number of people who are retired living in this tenure. This is displayed in Figure 4 below.

**Figure 4: average household income by tenure, 2011**



Source: Bassetlaw SHMA report

63. Table 4 shows how average household incomes vary by Sub-Market. The table shows that there are some notable differences between areas with a range of average incomes from £18,700 in Rural North West up to £29,000 in Rural East. The two main towns of Worksop and Retford both show an average income which is slightly below the District average.

**Table 4: household income by Sub-Market**

Sub-Market	Median income
Worksop	£20,816
Retford	£21,941
Rural North West	£18,681
Rural South West	£26,138

Rural East	£28,969
District	£22,711

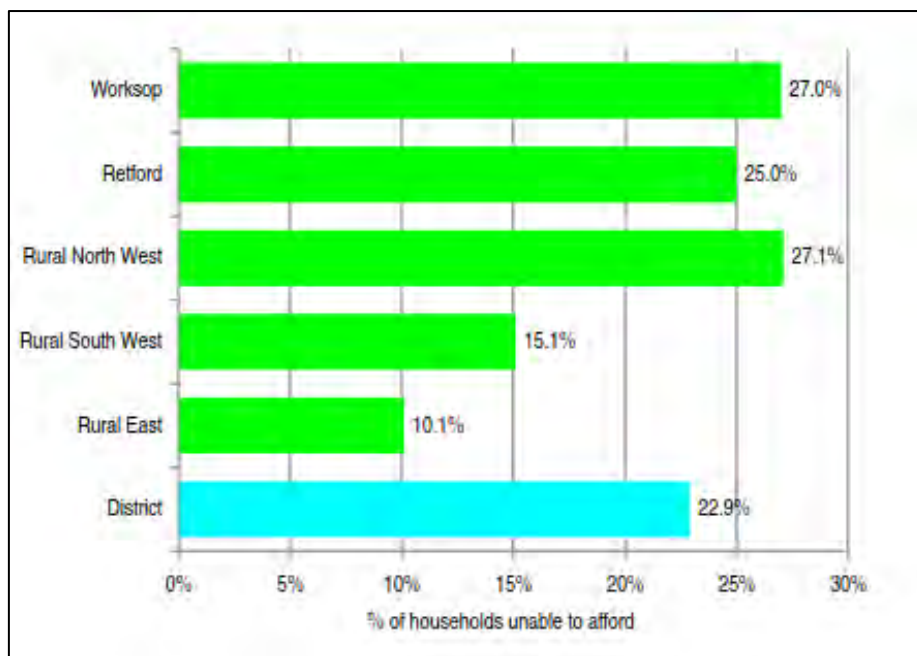
*Source: Bassetlaw SHMA report*

64. The SHMA report also used affordability criteria account for the full range of financial resources available to households. The criteria used can be summarised as:

65. *“Assessing whether a household can afford home ownership - A household is considered able to afford to buy a home if the residual cost is no more than 3.5 times the gross household income. The residual cost is calculated by deducting any capital that is available for use towards home ownership (e.g. savings or equity) from the overall cost of the home.”<sup>13</sup>*

66. A household was considered able to afford market rented housing in cases where the rent payable would constitute no more than 25% of gross income. In this context, Figure 5 shows the current affordability of market housing by area, in regard to the proportion of households who are unable to afford market housing. Given previous information about income levels, the general pattern of affordability is as might be expected with households in Rural East being more likely to be able to afford market housing than in other locations (with only 10.1% unable to afford such housing). The analysis estimates that, in comparison, 22.9% of households across the District are unable to access market housing without some form of subsidy (such as Housing Benefit).

**Figure 5: Theoretical proportion of households unable to afford market housing**



*Source: Bassetlaw SHMA report*

*SHMA conclusions on specialist housing need*

<sup>13</sup> GL Hearn (2014) SHMA Bassetlaw Report [online] available at: <https://www.bassetlaw.gov.uk/everything-else/housing-services/strategic-housing-market-assessment.aspx>



67. The SHMA notes that over half of all older person households are in three or four bedroom dwellings. These results are shown in table 5. Given that previous information has shown that older person only households are almost entirely comprised of only one or two persons, this finding suggests that there could be potential scope to free up larger units for younger families if the older person households chose to move into suitable smaller units.

**Table 5: size of dwellings for older person (65 +) households**

Bed room number	% of older person (65 +) households	% of all other households
1 bedroom	12.2%	5.5%
2 bedroom	35.5%	18.6%
3 bedroom	40.7%	49.7%
4 + bedrooms	11.7%	26.2%

Source: Bassetlaw SHMA report

68. Table 6 below shows that overall, the proportion of households made up solely of people of pensionable age is expected to increase from 25.8% to 33.8% - an increase of 6,200 households from 2013. Correspondingly, household types classified as 'all other households' are expected to decrease from 74.2% to 66.2%.

**Table 6: Household type estimates 2013-2031**

Household type	2013	2031
Single pensioner	14.1%	18.2%
Two or more pensioner	11.7%	15.6%
All pensioner	25.8%	33.8%
All other households	74.2%	66.2%

Source: Bassetlaw SHMA report

69. The current Local Plan is the adopted Core Strategy and Development Management Policies DPD (2011 to 2028). In line with requirements of the NPPF, Bassetlaw District Council are in the early stages of preparing the new Bassetlaw Plan. This will be the new Local Plan for Bassetlaw and establish the long term approach to development in the District up to the year 2034. On its planned adoption in 2019, the Bassetlaw Plan will replace the 2011 Core Strategy & Development Management Policies Development Plan Document.
70. Basic Condition E<sup>14</sup> of neighbourhood planning requires the neighbourhood plan's policies on housing type are to be in strategic conformity with those of the relevant Local Plan. In the case of Mattersey, the adopted Core Strategy sets out how development should come forward until 2028, and is the document which currently carries most weight in planning considerations. Once adopted, the new Local Plan will supersede the Core Strategy. However, at the time of writing, the initial draft of the Bassetlaw Plan does not contain detailed information on proposed housing policies.
71. As such, for the purposes of Basic Condition E, the neighbourhood plan should be in strategic conformity the Core Strategy, even though it is being reviewed. Once the Core Strategy is superseded by the new Local Plan, and dependent on the Mattersey Neighbourhood Timeline, it may be necessary to review conclusions contained in this HNA to ensure that these are in strategic conformity with the new Local Plan.
72. It will therefore be prudent for the HNA and any later site assessment work on the supply side to have one eye on the direction of travel with regard to the settlement hierarchy and any shift in thinking about the sustainability of new housing in Mattersley going forward.
73. Mattersey neighbourhood plan group may therefore have an opportunity to influence any new settlement hierarchy by demonstrating the local need and desire of residents to meet that need.

*Adopted Core Strategy and development management policies DPD (Bassetlaw District Council, 2011)*

74. The Core Strategy set out the broad approach to the distribution of development across the plan area. There are three Core Strategy policies which are relevant to the Mattersey HNA, these are:
- Policy CS1 'Settlement Hierarchy' which sets out to ensure that the scale of new development in settlements is appropriate in relation to the size function and regeneration opportunities of each tier in which a settlement is classified. In this context, the village of Mattersey is a rural service centre which is defined as a settlement that has a range of services / facilities and access to public transport and is therefore a suitable location for limited rural growth. The village of Mattersey Thorpe has been defined as a rural settlement which has limited services / facilities or access to public transport and as such is considered unsuitable for growth.
  - Policy CS8 'Rural Service Centres' sets out that up to 10% (599) houses of the districts housing requirements will be delivered in the rural service centres (of which some will fall in Mattersey Village) in the Plan period. Regarding specific

---

<sup>14</sup> Online, available at: <http://planningguidance.communities.gov.uk/blog/guidance/neighbourhood-planning/the-basic-conditions-that-a-draft-neighbourhood-plan-or-order-must-meet-if-it-is-to-proceed-to-referendum/>

allocations for Mattersey, the site allocations document was adopted prior to the introduction of the NPPF in 2012, which requires a five year housing land supply. The housing numbers provided by the Council's site allocation document were therefore considered insufficient to meet this requirement, and it has therefore been withdrawn. As such, there is no specific housing target for Mattersey.

- With regard to affordable housing; Policy CS8 also sets out that development resulting in a net gain of one or more units will be required to meet the target of 35% affordable housing in Mattersey.
- Policy CS9 'all other settlements' applies to Mattersey Thorpe and states that development of housing other than for conversions or replacement dwellings will not be supported. This will need to be borne in mind when looking at land supply.

75. There are also a number of development management policies which relate to type and tenure of housing provision within the Mattersey NP area. These include:

- Policy DM4 'Design and Character' which requires development proposals to demonstrate that they will 1) make clear functional and physical links with the existing settlement and surrounding, 2) enhance the character of built, natural and historic environments, 3) are of appropriate scale to the settlement, and 4) provide improvements to housing, services and facilities open space and economic development opportunities. This policy also sets out a series of general design principles which all development should follow if they are to be accepted.
- Policy DM5 'housing mix and density' sets out that in order to ensure a sustainable, mixed community of different households there is a requirement for a variety of housing in terms of tenure, price, and type. In this context, policy DM5 sets out a requirement for all new housing proposals to deliver homes of an appropriate size type and tenure, informed by an evidence base and in agreement with the council. It also states that new housing should be provided for the elderly, including supported and specialist accommodation, with regard to housing density, the policy states that proposals will be expected to deliver housing at densities that reflect the specific characteristics of the site and its surrounding area (in terms of both built form and landscape). It sets out the criteria for which higher density development will be expected, and those where lower density developments will be expected.

#### *DCLG Household Projections*

76. The Department for Communities and Local Government (DCLG) periodically publishes household projections. The NPPG recommends that these household projections should form the starting point for the assessment of housing need, albeit that this advice is likely aimed more at local authorities than neighbourhood planners. However, where neighbourhood planners cannot derive a dwellings target from the Local Plan, as is the case here, extrapolating these household projections to the neighbourhood plan can be very useful.

77. The most recent (2014-based) household projections were published in July 2016<sup>15</sup>, and extend to 2039. Although population projections are only available at a local authority level, a calculation of the share for the Mattersey NP area is nevertheless possible for the household projections based on the neighbourhood's household numbers in 2011.
78. At the 2011 Census, Bassetlaw had 47,667 households and Mattersey had 310 households, or 0.65% of the Bassetlaw total. In the 2014-based household projections, the projection for 2028 is for 53,667 households in Bassetlaw. Therefore in 17 years there is projected to be a growth of 6,000 households. This equates to 352.9 households per year.
79. Assuming Mattersey continues to form 0.65% of the district total, Mattersey's new total number of households would be 349<sup>16</sup> this would mean that the housing number would have increased from 310 households in 2011 to 349 households in 2028. This would result in 39 new households in Mattersey over this 17 year period. .
80. Number of households does not, however, equate precisely to number of dwellings, with the latter usually slightly higher. In most areas of the country, the number of households relative to number of dwellings is about 95% (which is approximately what we see here). This is for a number of reasons but can include factors such as vacant properties and second homes. Generally the number of dwellings to households has been increasing over the last 100 years or so as there has been a move away from multiple families sharing dwellings. In Mattersey at the 2011 Census, there were 310 households but 325 dwellings. This gives a ratio of 0.95 households per dwelling. In the case of Mattersey, then, a projection of 349 households translates into a total of 367 dwellings.<sup>17</sup> This would result in a total of 42 new dwellings forming in Mattersey between 2011 and 2028.
81. It should be noted that this projection is an entirely unconstrained, theoretical figure comprising a relative proportion of the overall projected increase, and thus, does not take into account political, economic, demographic or any other drivers that might have influenced, or may in future influence, the Local Plan distribution across the district.

#### *Dwelling growth 2001-2011*

82. The dwelling growth for Mattersey between 2001 and 2011 can be determined using census data. The 2001 Census showed 301 dwellings and Census 2011 showed 325 dwellings, this equates to a ten-year growth rate of 24 dwellings, or 2.4 dwellings per year. If this rate of completion was projected forward for the period 2011-2028 (the Core Strategy period), a dwelling requirement of (17 x 2.4) i.e. 41<sup>18</sup> dwellings would be the result. This would give a new total of 366 dwellings by the end of the period.

#### *Dwelling growth 2011-2015*

83. Bassetlaw District Council provided data on the number of dwelling completions recorded in the Mattersey NP area 2011 and 2015. The number of completions over this period came to a total of four dwellings. This therefore results in a theoretical yearly average of 1 dwelling. If this assumption is projected forward from the 2011 to the end of the Plan life

---

<sup>15</sup> See 2014-based DCLG Household Projections live tables at <https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections>

<sup>16</sup> (348.83) rounded to the nearest whole number

<sup>17</sup> (367.3) rounded to the nearest whole number

<sup>18</sup> (40.8) rounded to the nearest whole number

time (2028), a total of 17 new dwellings will have formed since 2011. This would result in a new total of 342 dwellings for Mattersey by 2028.

*Bassetlaw Core Strategy and Development Management Policies DPD 2011-2028*

84. As discussed in Paragraph 71, the relevant current local planning document is the adopted Core Strategy and Development Management Policies DPD. However, due to the introduction of the NPPF in 2012, the site allocations associated with the Core Strategy have been withdrawn, as they do not meet the required identification of a five year housing land supply. As such, although the adopted Core Strategy considers that Mattersey Village is a suitable area for growth, there are effectively no dwellings allocated to the Mattersey Plan Area, due to the lack of conformity with the NPPF Taking the dwelling growth between 2011 and 2015 into account, this would result in a new total of 330 dwellings for Mattersey by 2028, i.e. the same as the 2016 total.
85. This estimate does not take into account political, economic, and demographic or any other drivers that might have influenced, or may in future influence the Core Strategy distribution across Bassetlaw. As such, it is therefore a purely theoretical projection.
86. As previously discussed, Basic Condition E<sup>19</sup> requires that the neighbourhood plan is in strategic conformity with the relevant local planning document. Neighbourhood Plans are considered to meet Basic Condition E as long as they seek to meet the Local Plan housing target, which is considered a minimum figure. As such, should the Mattersey NP group wish to allocate more housing and / or infrastructure than that number outlined by the relevant local plan, the Plan would still be considered to be in conformity.

**Characteristics of Population**

87. Through analysis of Census 2001 and 2011 data, the population of the Mattersey has been investigated to determine whether it differs from that of Bassetlaw and England averages.<sup>20</sup>
88. Table 7 gives the population and number of households in Mattersey, Bassetlaw and England, as recorded in the 2011 census. In 2011, Mattersey had a population of 792 and an average household size of 2.55 persons. This household size is bigger than both Bassetlaw (2.37) and England (2.4).

**Table 7: Population and household size in Mattersey, 2011<sup>21</sup>**

	<b>Mattersey</b>	<b>Bassetlaw</b>	<b>England</b>
Population	792	112,863	53,012,456
Households	310	47,667	22,063,368
Household size	2.55	2.37	2.4

<sup>19</sup> Online, available at: <http://planningguidance.communities.gov.uk/blog/guidance/neighbourhood-planning/the-basic-conditions-that-a-draft-neighbourhood-plan-or-order-must-meet-if-it-is-to-proceed-to-referendum/>

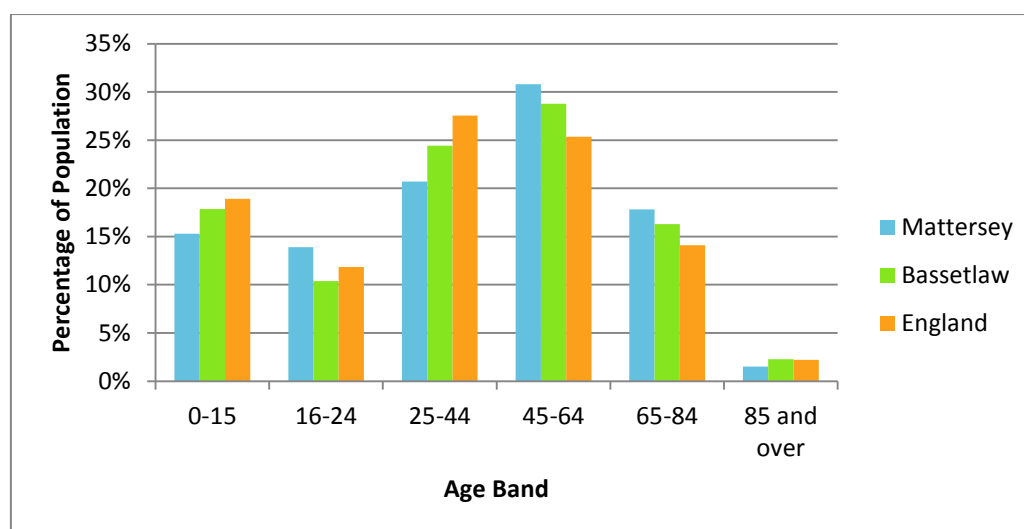
<sup>21</sup> ONS, Census 2011, Population Density (QS102EW); Household Size, 2011 (QS406EW).

Dwellings	325	49,401	22,976,066
-----------	-----	--------	------------

Source: ONS, Census 2011. AECOM calculations

As illustrated in Figure 6 below, the largest age group in Mattersey is those in the 45-64 bracket (31%). This is higher than the figures for both Bassetlaw (29%) and England (25%). The proportion of residents in the 65-84 age category in Mattersey (18%) is also higher than Bassetlaw (16%) and England (14%). Regarding younger residents in Mattersey, those under the age of 15 make up 15% of the population. This is lower than Bassetlaw (18%) and England (19%) averages. In contrast, there are a larger proportion of residents between 16 and 24 (14%) than Bassetlaw (10%) and England (12%); although those aged 25-44 (21%) are lower than Bassetlaw (24%) and England (28%).

**Figure 6: Age structure in Mattersey<sup>22</sup>**



Source: ONS, Census 2011. AECOM calculations

89. Table 8 shows the rate of change of the population by age band. It shows that the largest increase in Mattersey has been seen in the 85 and over age group (75.0%). This increase is much greater than the increase seen in the district (25.6%) and nationally (23.7%). The 65-84 age group has also seen a large increase (21.3%) compared to the district (15.2%) and national (9.1%) increases. A smaller increase has been seen in the 45-64 group (7.8%) and the 16-24 group (4.5%). These values are both lower than the increases seen in the district and national averages. In contrast, the 0-15 age group has seen a decrease of 13.2%; this is a larger decrease than the 6.6% drop seen in Bassetlaw, while the national average has seen a 1.2% increase. In Mattersey, the largest decrease has been seen in the 25-44 age category (18.9%), this was a larger decrease than seen in Bassetlaw as a whole (10.6%), while the England average increased by 1.4%.

90. The proportional decrease in the younger members of the population (those in the 0-15 and 25-44 age categories) seen between 2001 and 2011 shows that younger people are moving away from the Mattersey NP area. This has significant implications for the sustainability of Mattersey and Mattersey Thorpe settlements. For example, factors such as falling school admissions or fewer customers using local shops may threaten the viability of local services and facilities in the future. The fall in the younger members of the population could be the result of a variety of reasons, including but not limited to; fewer

<sup>22</sup> ONS, Census 2011, Age Structure (KS102EW)

employment opportunities available for younger people or housing issues, such as the availability of smaller starter homes or smaller family sized homes.

**Table 8: Rate of change in the age structure of Mattersey population, 2001-2011<sup>23</sup>**

Age group	Mattersey	Bassetlaw	England
0-15	-13.2%	-6.6%	1.2%
16-24	4.5%	13.3%	17.2%
25-44	-18.9%	-10.6%	1.4%
45-64	7.8%	13.5%	15.2%
65-84	21.3%	15.2%	9.1%
85 and over	75.0%	25.6%	23.7%

Source: ONS, Census 2001 and 2011. AECOM calculations

91. Table 9 shows that Mattersey is home to a slightly larger proportion of people born outside the UK (5.3%) than the Bassetlaw average (4.7%) but less than in England (13.8%), and that correspondingly, the born in the UK category is less than the Bassetlaw proportion, but greater than the England proportion.

**Table 9: Country of birth and length of residence, Mattersey 2011**

Place of birth	Population breakdown		Mattersey	Bassetlaw	England
Born in the UK	Total		94.7%	95.3%	86.2%
Born outside the UK	Total		5.3%	4.7%	13.8%
	EU		1.6%	2.7%	3.7%
	Other		3.7%	2.0%	9.4%
Length of residence	Less than 2 years		0.1%	0.5%	1.8%
	2-5 years		0.5%	1.0%	2.2%
	5-10 years		1.6%	1.0%	2.9%
	10 years or more		3.0%	2.1%	7.0%

Source: ONS, Census 2011. AECOM calculations

92. Of the 5.3% of Mattersey residents who were born overseas, the majority have lived in the UK for ten years or more, indicating a low number of recent international migrant arrivals.

### Household Type

93. Table 10 shows that there has been a large decrease in the number of households with 1 room in Mattersey (-66.7%), this is significantly greater than the decrease seen in the district (-18.6%) and nationally (5.2%), probably attributed to the small number of such households in the first place. This is at odds with the ageing population of the area, as in



such instances it would be expected that there would be an increased requirement for smaller homes to accommodate older members of the population who may downsize. Other large decreases are seen in households with 3 rooms (-50.0%) compared to the district increase of 13.4% and national increase of 20.4%. The largest increase in Mattersey has been in households with 5 rooms (23.7%). This is in contrast to the decreases (-5.5%) and (-1.8%) seen in Bassetlaw and nationally. Households with six rooms have also increased more (18.2%) than the Bassetlaw (5.4%) or England (2.1%) averages. The largest increases in Mattersey have been of households with 8 rooms or more. This is however, slightly lower than the level in Bassetlaw, and slightly higher than the level in England (29.8%).

**Table 10: Rates of change in rooms per household in Mattersey, 2001-2011<sup>24</sup>**

Number of Rooms	Mattersey	Bassetlaw	England
1 Room	-66.7%	-18.6%	-5.2%
2 Rooms	0.0%	6.5%	24.2%
3 Rooms	-50.0%	13.4%	20.4%
4 Rooms	-20.6%	-4.2%	3.5%
5 Rooms	23.7%	-5.5%	-1.8%
6 Rooms	18.2%	5.4%	2.1%
7 Rooms	-12.8%	22.8%	17.9%
8 Rooms or more	35.6%	38.5%	29.8%

*Source: ONS, Census 2001 and 2011. AECOM calculations*

94. The PPG states that factors such as overcrowding, concealed and shared households, homelessness and the numbers of people in temporary accommodation demonstrate unmet need for housing. Increases in the number of such households may be a signal to consider increasing planned housing numbers.

95. Table 11 demonstrates that, on the contrary, Mattersey is becoming significantly more under-crowded. In other words, larger units that once housed a family are gradually losing residents. This is strongly indicative of either children moving away, families upsizing, (parents becoming widowed or moving into care) and people dying or a combination of all of these things, but nevertheless resulting in a decreasing number of persons per room. In contrast, both the wider Bassetlaw district and England as a whole are seeing increasing levels of overcrowding.

<sup>24</sup> ONS, Census 2011, Number of Rooms (QS407EW); ONS, Census 2001, Number of Rooms (UV57)

**Table 11: Trends in number of persons per room in Mattersey, 2001-2011<sup>25</sup>**

Persons per room	Mattersey	Bassetlaw	England
Up to 0.5 persons per room	9.9%	9.7%	7.9%
Over 0.5 and up to 1.0 persons per room	-3.6%	-2.8%	7.0%
Over 1.0 and up to 1.5 persons per room	-66.7%	14.1%	27.3%
Over 1.5 persons per room	-100.0%	-18.9%	2.5%

Source: ONS, Census 2001 and 2011. AECOM calculations

### Household Tenure

96. The PPG states that housing needs studies should investigate household tenure in the current stock and in recent supply, and assess whether continuation of these trends would meet future needs. Plan makers should therefore examine current and future trends in tenure.

**Table 12: Tenure (households) in Mattersey, 2011<sup>26</sup>**

Tenure	Mattersey	Bassetlaw	England
Owned; total	69.4%	69.5%	63.3%
Shared ownership	0.0%	0.4%	0.8%
Social rented; total	21.0%	15.9%	17.7%
Private rented; total	6.8%	12.5%	16.8%

Source: ONS, Census 2011. AECOM calculations

97. Table 12 shows that the level of owner occupation in Mattersey is broadly comparable to Bassetlaw as a whole, but higher than that of the England average. The total proportion of private rented accommodation in Mattersey is significantly lower than both the average for Bassetlaw and England. In contrast, the proportion of socially rented housing (rented from the Council or a Registered Social Landlord) is much higher than the district and national averages.

Table 13 shows how tenure has changed in Mattersey between the 2001 and 2011 Censuses. Home ownership in the area has increased at a higher rate than for the modest level of growth in Bassetlaw, and the contraction at the national level. Note also how shared ownership (an indication of a lack of affordable housing) decreased significantly in Mattersey. In contrast, shared ownership in Bassetlaw and England has increased. However, social rentals in Mattersey have

<sup>25</sup> ONS, Census 2011, Persons Per Room - Households (QS409EW); ONS, Census 2001, Persons per Room - Households (UV58)

<sup>26</sup> ONS, Census 2011, Tenure - Households (QS405EW)

decreased at a rate similar to that of the Bassetlaw average (but far more than national averages). In contrast, private rentals have increased at a higher rate than both the Bassetlaw and national average.

**Table 13: Rate of tenure change in Mattersey, 2001-2011**

Tenure	Mattersey	Bassetlaw	England
Owned; total	10.8%	4.6%	-0.6%
Shared ownership	-100.0%	50.9%	30.0%
Social rented; total	-13.3%	-13.7%	-0.9%
Private rented; total	162.5%	112.1%	82.4%

Source: ONS, Census 2001 and 2011, AECOM calculations.

### House prices

98. Demand is also relatively strong for home sales. House price data from the Land Registry<sup>27</sup> shows that from January to December 2016, the average sold house price in Mattersey was £210,000, a 22% difference. This is higher than the overall Bassetlaw average of £163,818<sup>28</sup> over the same period and suggests that there may be a high demand for homes. It should, however, be noted that due to the size of Mattersey, there were only 5 properties sold in the 2016 period. Therefore, the average prices may only reflect the mix of properties sold, rather than changes in the local market itself.

### Local Household Composition

99. Table 14 shows that the proportion of single person households in Mattersey is lower than both the Bassetlaw and England averages. By contrast, the proportion of households with a single family occupancy is slightly higher than the Bassetlaw average and much higher than the average for England.

**Table 14: Household composition (by household) in Mattersey, 2011<sup>29</sup>**

		Mattersey	Bassetlaw	England
One person household	Total	23.2%	28.0%	30.2%
	Aged 65 and over	12.3%	13.0%	12.4%
	Other	11.0%	15.1%	17.9%
One family only <sup>30</sup>	Total	73.2%	67.1%	61.8%
	All aged 65 and over	12.9%	9.8%	8.1%
	With no children	24.2%	21.2%	17.6%

<sup>27</sup> The land Registry Open Data [online] available at: <http://landregistry.data.gov.uk>

<sup>28</sup> *ibid*

<sup>29</sup> ONS, Census 2011, Household Composition - Households (QS113EW)

<sup>30</sup> This includes: married couples, cohabiting couples, same-sex civil partnership couples and lone parents.

	With dependent children	25.8%	26.2%	26.5%
	All children non-dependent	10.3%	9.9%	9.6%
Other household types	Total	3.5%	4.8%	8.0%

Source: ONS, Census 2011. AECOM calculations

100. The proportion of single person households aged 65 and over in Mattersey is slightly higher than the Bassetlaw average and higher than the England average, this is perhaps unsurprising given the age profile of the population (i.e. a higher proportion of older people than the national average).
101. The plan area is home to a higher proportion of families with no children than Bassetlaw and the national average. The proportion of households with dependent children is slightly lower than regional and national averages. The proportion of households where all children are non-dependent is slightly higher than the district and national average. The proportion of other household types is slightly lower than the district average and significantly lower than the national average.
102. Table 15 shows how household composition changed in the 10 years between the 2001 and 2011 Censuses. Overall, there was an increase in single family households, greater than the increase seen in the district and but lower than that seen nationally. The majority of this comprised an increase in families with non-dependent children. There was a decrease in families with dependent children and this decrease was larger than that seen in Bassetlaw, and the growth seen nationally. There was also an increase in single family households aged 65 and over, compared to a smaller increase in the district and a slight decrease seen nationally.
103. There has also been a large increase in households with one person relative to both district and national averages. One person households aged 65 and over have increased by 8.6% compared to the decreases seen in Bassetlaw and nationally.

**Table 15: Rates of change in household composition in Mattersey, 2001-2011<sup>31</sup>**

Household type		Percentage change, 2001-2011		
		Mattersey	Bassetlaw	England
One person	Total	14.3%	11.0%	8.4%

<sup>31</sup> ONS, Census 2011, Household Composition - Households (QS113EW); ONS, Census 2001, Household Composition - Households (UV65)

household	Aged 65 and over	8.6%	-1.4%	-7.3%
	Other	21.4%	24.4%	22.7%
One family only	Total	3.7%	3.4%	5.4%
	All aged 65 and over	14.3%	4.4%	-2.0%
	With no children	-5.1%	7.6%	7.1%
	With dependent children	-5.9%	-2.3%	5.0%
	All children non-dependent	60.0%	10.0%	10.6%
Other household types	Total	37.5%	36.1%	28.9%

Source: ONS, Census 2001 and 2011. AECOM calculations.

104. Table 16 shows that the plan area experienced an increase in its population and number of households over the period 2001-2011. However, the population increase was much smaller than that seen in the district and also nationally. Over the same period the growth in households was much higher. Consequently there was a decrease in household size. This decrease was larger than that of Bassetlaw and also than that of the national average (which showed no percentage change in household size).

105. Due to the increasing average age of the population, this decrease in household size is to be expected as older residents downsize from family homes, and increasing numbers may be likely to move to extra care accommodation.

**Table 16: Change in household numbers and size in Mattersey, 2001-2011**

Key indicator	Percentage change, 2001-2011		
	Mattersey	Bassetlaw	England
Population	2.1%	4.8%	7.9%
Households	6.9%	6.7%	7.9%
Household size	-4.5%	-1.8%	0.0%

Source: ONS, Census 2001 and 2011. AECOM calculations.

106. Table 17 shows that the proportion of dwellings in Mattersey that are detached is higher than both the Bassetlaw and national average. However, the proportion of semi-detached dwellings is lower than both the district and national averages. In contrast, the proportion of terraced homes is broadly comparable to the Bassetlaw average and higher than that of the national average. The prevalence of flats in Mattersey is much lower than Bassetlaw levels and the national average.

**Table 17: Accommodation type (households), 2011**

Dwelling type		Mattersey	Bassetlaw	England
Whole house or bungalow	Detached	54.5%	34.0%	22.4%
	Semi-detached	25.5%	41.9%	31.2%
	Terraced	17.2%	16.5%	24.5%
Flat, maisonette or apartment	Purpose-built block of flats or tenement	1.8%	5.5%	16.4%
	Parts of a converted or shared house	0.6%	0.9%	3.8%
	In commercial building	0.0%	0.7%	1.0%

Source: ONS, Census 2001 and 2011. AECOM calculations

107. A 'concealed family' means any group of people who want to form a new household but are unable to do so, typically for economic reasons such as high house prices or a lack of suitable property. Table 18 shows that there is only 1 concealed family in the plan area (0.4%); one would normally expect a correlation between lower numbers of people per household and lower numbers of concealed families, and this is indeed the case. The proportion of concealed families is less than half of that found in Bassetlaw and almost a fifth of the England averages. This finding also suggests that younger households who may be unable to find suitable housing, or employment to allow them to afford suitable housing, appear to be leaving Mattersey in favour of other locations (as discussed in paragraph 89).

**Table 18: Concealed families in Mattersey, 2011<sup>32</sup>**

Concealed families	Mattersey	Bassetlaw	England
All families: total	234	33,917	14885145
Concealed families: total	1	366	275954
Concealed families as % of total	0.4%	1.1%	1.9%

Source: ONS, Census 2001 and 2011. AECOM calculations

### Economic Activity

108. Table 19 shows that the Mattersey proportion of economically active residents is lower than in both Bassetlaw and that of England. As would be expected, the number of economically inactive residents is higher than that seen in both Bassetlaw and England. Full-time employment levels in Mattersey are lower than the Bassetlaw level, but significantly higher than the England level.

<sup>32</sup> NOMIS, LC1110EW - Concealed family status by family type by dependent children by age of Family Reference Person (FRP)

109. In contrast, part time employment levels are lower than for Bassetlaw, and significantly lower than the national average. However, the proportion of economically active residents who are self-employed in Mattersey is marginally higher than Bassetlaw but slightly lower than the proportion for England. The proportion of economically active residents who are unemployed in Mattersey is higher than that of both Bassetlaw and England averages.

110. Levels of retired people are higher than both the average for Bassetlaw and also the national average. Additionally, the number of economically inactive students is also higher than the Bassetlaw and national average. A higher proportion of the population is looking after home or family when compared to the district average; however, this is lower than the national average.

**Table 19: Economic activity in Mattersey, 2011<sup>33</sup>**

Economic category		Mattersey	Bassetlaw	England
Economically active	Total	59.6%	67.9%	69.9%
	Employee: Full-time	30.8%	37.9%	13.7%
	Employee: Part-time	10.7%	15.3%	38.6%
	Self-employed	9.2%	8.3%	9.8%
	Unemployed	5.7%	4.0%	4.4%
	Full-time student	3.2%	2.4%	3.4%
Economically inactive	Total	40.4%	32.1%	30.1%
	Retired	19.8%	17.1%	13.7%
	Student	13.6%	3.5%	5.8%
	Looking after home or family	3.1%	3.8%	4.4%
	Long-term sick or disabled	3.1%	5.1%	4.1%
	Other	0.8%	2.7%	2.2%

Source: ONS, Census 2001 and 2011. AECOM calculations

**Table 20: Rates of long-term health problems or disability in Mattersey, 2011<sup>34</sup>**

Extent of activity limitation	Mattersey	Bassetlaw	England
-------------------------------	-----------	-----------	---------

<sup>33</sup> ONS, Census 2011, Economic Activity (QS601EW)

<sup>34</sup> ONS, Census 2011, Long-Term Health Problem or Disability (QS303EW)

Day-to-day activities limited a lot	8.6%	10.8%	8.3%
Day-to-day activities limited a little	11.7%	11.0%	9.3%
Day-to-day activities not limited	79.7%	78.2%	82.4%

Source: ONS, Census 2001 and 2011. AECOM calculations

111. The PPG advises taking account in housing need assessment of the number of people with long-term limiting illness. Table 20 shows that, in general, the proportion of working-age residents of Mathersey who are long-term sick or disabled is slightly lower than the Bassetlaw average but marginally higher than the England average.

112. The proportion of residents in Mathersey whose day-to-day activities are not limited by disability is slightly higher than that in Bassetlaw, but slightly lower than that of England. The proportion of Mathersey residents whose day to day activities are limited a little by disability is slightly higher than both Bassetlaw and England. For those residents whose day to day activities are limited a lot, the proportion in Mathersey is less than Bassetlaw, and broadly comparable to the national average.

113. Table 21 shows that, in general, Mathersey residents have a longer commuting distance to their place of work when compared to district and national averages. Typically, a lower proportion of Mathersey residents travel less than 10km to their place of work when compared to district and national averages. By contrast, the proportion of people who are required to travel up to 30km to their place of work is slightly higher than Bassetlaw and national levels. The number of residents who commute over 30km is also higher than Bassetlaw and national averages. The number of people working from home in Mathersey is also higher than Bassetlaw and national levels.

**Table 21: Distance travelled to work, 2011<sup>35</sup>**

Location of work	Mathersey	Bassetlaw	England
Less than 10km	30.9%	45.0%	52.3%
10km to less than 30km	34.3%	26.7%	21.0%
30km and over	13.8%	11.0%	8.0%
Work mainly at or from home	12.5%	10.5%	10.3%
Other	8.6%	6.9%	8.5%

Source: ONS, Census 2011, AECOM calculations

## 4 Conclusions

### Overview

114. This housing needs assessment has interrogated a wide range of data sources, which, taken together, can inform key trends and messages relevant to the neighbourhood

<sup>35</sup> NOMIS, QS702EW - Distance travelled to work



plan's housing policies. In particular, the census data confirms: an ageing population, younger households potentially moving elsewhere for their needs, an increasingly low level of occupation of all rooms in a dwelling and a lower than average level of economic activity, those who are working are shown to be commuting longer distances than the UK average.

115. In this first section of the conclusions, recommendations are made on the overall quantum of housing growth required.
116. In the second section, an assessment is presented based on the data uncovered, and indications of the components and characteristics of future housing based on the data analysed.
117. In line with recommended best practice, our preferred methodology is to present the projections our analysis has produced as a starting point, and then highlight the factors<sup>36</sup> that the Parish Council might wish to take into consideration as they determine the final housing policy text, bearing in mind the requirement to be in general conformity with the strategic housing policies of the Bassetlaw Core Strategy.

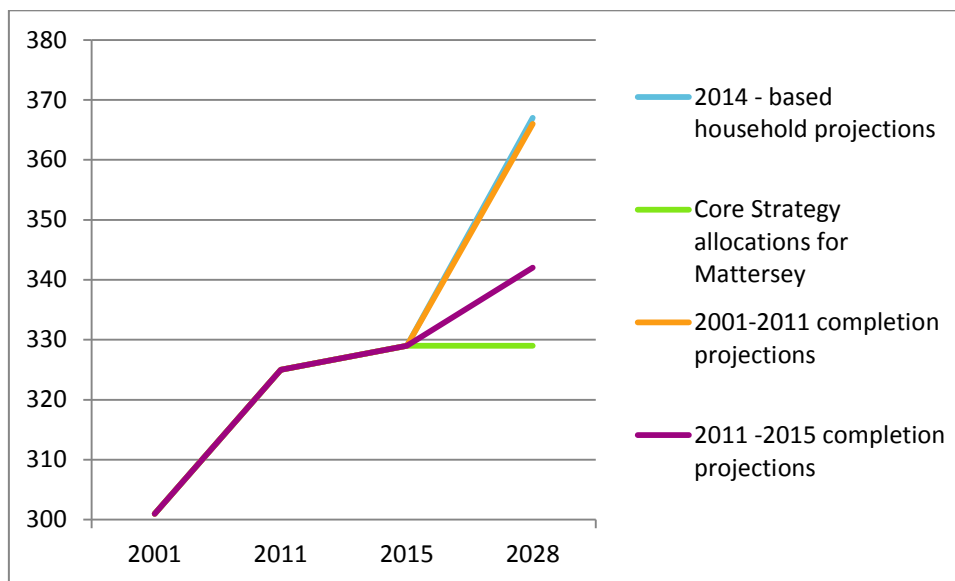
### **Quantity of Housing Needed**

118. To recap, four separate projections of dwelling numbers for Mattersey between 2011 and 2028 have been identified (see Figure 7).

---

<sup>36</sup> These factors are also referred to as 'indicators' in the PPG.

**Figure 7: Mattersey housing projections**



These are based on:

- A figure derived from Bassetlaw's adopted Core strategy (which gives a total of 329 dwellings, i.e no new dwellings over the plan period)
- The Government's 2014-based household projections, extrapolated to Mattersey, translated from households to dwellings (which gives a new total of 367 dwellings, or approximately 2.5 dwellings per year);
- A projection forward of dwelling completion rates 2001-2011, (which gives a new total of 366 dwellings, or 2.4 per year)
- A projection forward of dwelling completion rates 2011-2015, (which gives a new total of 342 dwellings or 1 per year)

119. A summary of the findings of the data gathered in Chapter 3 above in Table 22 below. The source for each factor with particular relevance to the neighbourhood is shown, together with AECOM assessment of whether that factor is more likely to increase (↑), decrease (↓) or have no impact on (↔) the neighbourhood plan area's future housing need. Following PPG guidance, the factors relate both to housing price and housing quantity.

120. Professional judgement was applied on the scales of increase and decrease associated with each factor on a scale from one to three, where one arrow indicates 'some impact', two arrows 'stronger impact' and three arrows indicates an even stronger impact. Factors are in alphabetical but no other order.

121. Note that factors have the potential to contradict one another, due to data being gathered at different times and across differing geographies. The Town Council is invited to use its judgement in resolving any conflicts, but it is advised that the more local and more recent data should generally have priority over data gathered at a larger spatial scale or older data.

122. However, our general approach reflects PPG advice to adjust the housing quantity suggested by household projections to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings, such as house prices and past build-out rate.
123. The PPG also advises that market signals are affected by a number of factors, and plan makers should not attempt to estimate the precise impact of an increase in housing supply. Rather they should increase planned supply by an amount that, on reasonable assumptions and consistent with principles of sustainable development, could be expected to improve affordability, and monitor the response of the market over the plan period.
124. As such, Table 22 should be used as a basis for qualitative judgement rather than quantitative calculation. It is designed to form the starting point for steering group decisions on housing policy rather than to provide definitive answers. Again, this reflects the PPG approach which states that when considering future need for different types of housing, planners have the option to consider whether they plan to attract an age profile that differs from the present situation. They should look at the household types, tenure and size in the current stock and in recent supply, and assess whether continuation of these trends would meet future needs.
125. The PPG also states that appropriate comparisons of indicators (i.e. factors) should be made and that trends uncovered may necessitate adjustment to planned housing numbers compared to ones based solely on household projections. Where upward adjustment is considered necessary, it should be at a reasonable level and not negatively affect strategic conformity with the emerging Local Plan.
126. To help inform the steering group discussions that will be necessary to determine a neighbourhood plan housing target, professional judgement of need level, based on the market factors presented in Table 22, and taking into account our own knowledge and experience of housing need at neighbourhood plan level has been provided.

**Table 22: Summary of factors specific to Mattersey with a potential impact on neighbourhood plan housing quantity**

Factor	Source(s) (detailed in Chapter 3)	Possible impact on future housing need	Rationale for judgement
<p><b>Age structure of population</b></p>	<p>SHMA, Census,</p>	<p>↑↑</p>	<p>Census 2011 data shows an older population relative to the national average, and trends toward this increasing. The SHMA notes that the proportion of households made up solely of people of pensionable age in the rural east submarket of the HMA is expected to increase from 25.8% to 33.8%. The SMHA also states that over half of all older person households are in three or four bedroom dwellings. There may therefore be a demand for smaller units in the future, if older person households wish to downsize. As older person only households are almost entirely comprised of only one or two persons, if older person households chose to move into suitable smaller units larger units could be freed up for younger families. AECOM therefore considers that this factor has two rather than three up arrows as although there will be increased demand for smaller homes, as older members of the population downsize, family homes will be freed up for younger families and first time buyers.</p>
<p><b>Economic performance</b></p>	<p>SHMA, Census,</p>	<p>↓↓</p>	<p>The SHMA noted that the HMA job density is lower than the rest of Bassetlaw and the national average. As such, there are comparatively fewer jobs present in HMA. The Mattersey proportion of economically active residents is also lower than in both Bassetlaw and England, and the levels of retired people are higher than both the average for Bassetlaw and also the national average. This can result in fewer families wishing to move into the area due to lack of suitable</p>

			employment opportunities.
<b>Overcrowding/concealed families</b>	Census, SHMA	↓ ↓ ↓	Census data highlights a large percentage of under-crowding in Mattersey (as opposed to overcrowding). This is partly a result of the older population profile. Additionally, the SHMA notes that the proportion of under occupied homes in the wider HMA area is comparable to the regional average, and higher than the national average. It notes that the Rural East submarket has the highest level of under occupation within the HMA. As such, this factor has been given three down arrows to reflect a clear lack of pressure for additional housing from overcrowding or concealed households in Mattersey compared with the local authority average.
<b>Level of new supply in local housing market</b>	Census	↑	Between 2001 and 2011 there were a total of 2.4 new dwellings completed each year in Mattersey leading to an 8% increase over the ten year period. In comparison, there was an 11% increase for Bassetlaw as a whole. This suggests that (relative to Bassetlaw) there has been a slightly lower supply of dwellings in Mattersey and as such it may slightly increase demand on future housing need.
<b>Need for affordable housing</b>	SHMA, Census	↓ ↓	The Census shows shared ownership (an indication of a lack of affordable housing) decreased significantly in Mattersey, at a rate of more than three times the growth seen at the national level. It also shows that the number of people per room is shrinking. Additionally, the SHMA notes that Rural East submarket has the lowest proportion of people unable to afford market rent in both the HMA and district. However, the proportion of socially rented housing is higher than both district and national

			averages. As such, AECOM considers that this factor should have two, rather than three down arrows.
<b>House prices relative to wider area</b>	Census, Land Registry	↑ ↑	The average sold house price in Mattersey was £210,000. This is 22% higher than the overall Bassetlaw average of £163,818 over the same period. This suggests that there may be a high demand for homes. It should, however, be noted that due to the size of Mattersey, there were only 5 properties sold in the 2016 period. Therefore, the average prices may only reflect the mix of properties sold, rather than changes in the local market itself. As such, AECOM considers that this factor should have two, rather than three up arrows.

128. Table 22 contains in total five up arrows, seven down arrows. This indicates that, generally speaking, local market factors such as an ageing population, low levels of economic activity, and under crowding are acting to decrease housing demand. However, these factors are tempered to some extent by the low level of new supply of housing and the need for smaller specialist homes to support the older members of the population; this is evidenced through market signals such as high house prices.

129. Ordinarily, in line with Basic Condition E<sup>37</sup>, of the four projections shown in figure 9, it would be recommended that the projection from the adopted plan should be given the greatest weight. However, in this case, it forms a projection of zero new dwellings for Mattersey over the Plan period. Neighbourhood Plans are considered to meet Basic Condition E as long as they seek to meet the Local Plan housing target, which is considered a minimum figure. In this case, this means that Mattersey, at this moment in time, technically has the option either of allocating no new dwellings or seeking to meet some or all of the unmet demand evidenced by this report.

130. It should be noted however, that at such time when the current Core Strategy is superseded by the new Local Plan, the Neighbourhood Plan will be required to meet a new housing target which may be set out for the Mattersey by the new Local Plan. However, there is also a real opportunity for the NP group to influence that figure, particularly in relation to the settlement hierarchy and where growth in the Parish might be directed.

<sup>37</sup> Basic Condition E requires that the neighbourhood plan’s housing policies are in general conformity with the strategic policies of the relevant Local Plan.

131. Which of the three remaining demand projections, then, should be considered most reliable, both in terms of estimating current need, and also to ensure that the Neighbourhood Plan will be in conformity with the new Local Plan target (when adopted)?
132. AECOM would advise against relying on the 2011-2015 dwelling completions-derived projections. Although completion derived projections are useful, in this case the estimate is based from a short snapshot in time (four years). Additionally, it is clear from the assessment that recent rates of dwelling supply have been below both historic levels and the current level of demand (as evidenced by high house prices). This suggests that a demand-side projection based on this completion rate would be too low.
133. This leaves the 2014 based household projection figure of 42 new dwellings between 2011 and 2028, or approximately 2.5 dwellings per year, and the 2001-2011 completion rate estimate of 41 dwellings between 2001 and 2011, or approximately 2.5 dwellings per year.
134. As these are purely demand-side estimates, these are considered the most suitable to use in the case of Mattersey. Taking into account the likelihood of a housing number being allocated through the new Local Plan, and taking a pre-cautionary approach, the upper estimate of these two projections would be the most defensible option, bearing in mind that the larger number of down arrows than up arrows in table 22 indicates that the actual demand for housing in Mattersey may be lower than this estimate. Therefore, Taking into account the four dwellings completed between 2011 and 2015 AECOM advises that Mattersey Neighbourhood Plan should plan to allocate around 38 dwellings between 2015 and 2028.
135. Note that this is, of course, a demand-side projection only. In line with government guidance, the estimated demand for 38 dwellings between 2015 and 2028 needs to be aggregated with the results of the supply-side evidence base; and local constraints on the supply-side, such as, for example, landscape, heritage, transport, infrastructure and so on could result in the neighbourhood plan's final dwelling target being lower than 38.

## Characteristics of housing needed

136. Having confirmed the quantity of housing required in Mattersey, the remainder of the assessment focused on the characteristics and/or type of the housing needed. Summaries of the conclusions from all sources are in Table 23 below. Factors in the table are in alphabetical but no other order. Note that there is potential for overlap between some factors (e.g. dwelling type and housing for older people) but an inclusive approach has been taken to ensure all relevant factors are covered.

**Table 23: Summary of local factors specific to Mattersey with a potential impact on neighbourhood plan housing characteristics**

Factor	Source(s) (see Chapter 3)	Possible impact on housing needed	Conclusion
Affordable housing	Census, SHMA, Bassetlaw Core Strategy	<p>The SHMA report notes that there are high levels of under occupation in the HMA and that levels of overcrowding are half that of the England average. Conversely however, it notes that the level of social rented housing in the HMA is above the England average. The SHMA goes on to note that only 10.1% of households in the Rural East submarket are unable to afford market housing (the lowest in the HMA and district) and that price-income ratios are relatively low compared to many parts of England. Although the SHMA data is only a snapshot in time, it does seem apparent that with only 10.1% of households unable to afford market rent, the adopted core strategy target of 35% affordable housing provision (which development in the Mattersey area will need to comply by) should be adequate.</p> <p>Additionally, there was a decrease between 2001 and 2011 in the level of shared ownership. As of 2011, there were no households in Mattersey recorded as being under shared ownership (shared ownership can be used as an indication of a lack of affordable housing).</p>	<p>The evidence suggests that there is not a significant unmet need for affordable housing in Mattersey. As such, current proportions of market housing (both private rented and ownership) should be sufficient to meet resident's needs. However, it is recommended that the Parish Council work closely with Bassetlaw District Council to ensure that both local affordable need, and also Local Plan Policy requirements are met.</p>
Dwelling type	SHMA, Census	<p>The most popular dwelling types in Mattersey in 2011 were detached followed by semi-detached houses. Future need for detached housing (other than smaller bungalows) may be limited due to the proportionally older population structure of the parish and the corresponding number of older people wishing to downsize from family homes and / or move to specialist accommodation. Although demand for flats or apartments is likely to remain low due to the rural nature of Mattersey,</p>	<p>It is recommended that new dwellings to be provided should be a mix of houses and bungalows, designed to meet the needs of a range of population sectors, but bearing in mind the need for a particular focus on homes for older people and also starter homes for younger people (as evidenced by the high income level needed to purchase relative to the wider HMA).</p>



		<p>there may be an increased need for terraced houses and bungalows to accommodate those wishing to downsize from detached family homes. The income to purchase homes at entry level prices for two bedroom homes in the Rural East submarket were the highest in the HMA.</p>	<p>Although it is accepted that the local context suggests a proportion of the new dwellings coming forward would be semi-detached and detached, the neighbourhood plan should seek to avoid an over-provision of new detached dwellings (with a possible exception for bungalows) in light of the high proportion already available and the identified future needs of an ageing population.</p>
Dwelling size	Census	<p>Between 2001 and 2011 Mattersey saw a large decrease in the number smaller homes, including 1 and 3 bedroom homes, while the number of 2 bedroom homes stayed the same. In contrast there were large increases in the number of larger homes such as 5, 6, and 8 room or more homes. This, combined with an ageing population and wider national trends of decreasing household sizes, is likely to result in a shift towards a requirement for smaller dwellings relative to current housing stock distribution in the future.</p>	<p>Support, encourage and/or require the development of a large proportion of smaller (1-2 bedroom) dwellings to meet the needs of older people looking to downsize, and also younger families who may want to live in Mattersey for family, economic or other reasons. Smaller dwellings most likely to be in demand would be houses rather than flats, and could be terraced or semi-detached depending on its local context. There also continue to be a demand for larger detached homes, however this need will in part be met through older residents downsizing from under-occupied homes.</p>
Housing for older people	Census, SHMA	<p>Census and SHMA data shows that Mattersey is becoming significantly more under-crowded, which is strongly indicative of an ageing population. This is confirmed by data from between 2001 and 2011 that shows the 65-84 age group has seen an increase of 21.3% and the 85 and over age group have increased by 75%. These levels are more than double the national average and suggest that there will be demand for housing suitable for older people into the future. The SHMA report notes that older person only households are almost entirely comprised of only one or two persons but that over half of all older person households are in three or four bedroom dwellings.</p>	<p>The choice of housing for older people needs to increase in the future in line with expected demographic changes. There will be increased demand for smaller housing and bungalows from retirees who wish to downsize; and there will also need to be opportunities for. Specialist accommodation for the elderly and disabled, including warden-assisted accommodation, sheltered housing, cohousing schemes aimed specifically at older people and/or care homes. It is recommended these are provided in accessible locations close to services and facilities, reflecting the fact that many of these types of housing are also workplaces for care staff. The Plan may tackle this by working with specialist providers to provide dwellings suitable for older people, essentially smaller units and/or bungalows with 1-2 bedrooms.</p>

			<p>A policy supporting downsizing for households currently under-occupying larger properties, though aspirational, could at least be a useful statement of intent.</p>
<p>Tenure of Housing</p>	<p>Census, SHMA,</p>	<p>The level of owner occupation in Mattersey is in line with the Bassetlaw average and higher than the England average. The proportion of socially rented housing (rented from the Council or a Registered Social Landlord) is much higher than the district and also higher than national averages. In contrast, there are a lower proportion of privately rented units in Mattersey compared to the Bassetlaw and England averages. Between 2001 and 2011 home ownership in the area has increased at a higher rate than for the modest level of growth in Bassetlaw, and the contraction at the national level. Shared ownership (an indication of a lack of affordable housing) decreased at a rate of more than twice the level of increase seen in Bassetlaw, and more than three times of that seen at the national level. There has been a decrease in social rentals in Mattersey which is broadly in line with that seen in Bassetlaw and much larger than national averages.</p>	<p>Relative to the data for Bassetlaw, there is clearly a higher need for social rented housing and a lower need for private rented housing. The large decrease in shared ownership between 2001 and 2011 however suggests there are limited issues with affordability. It may also be pertinent for the Mattersey NP group to consider other forms of housing tenure, delivered through community led projects. See appendix A for further information on this. As previously discussed, the ageing population may also result in an increased demand on social and private rents as older residents may wish to down size. Mattersey neighbourhood plan should work closely with Bassetlaw District Council to ensure that local need for both social and market rented housing is met.</p>

**Recommendations for next steps**

137. This neighbourhood plan housing needs advice has aimed to provide Mattersey Parish Council with evidence on housing trends from a range of sources. It is recommended that the Town Council should, as a next step, discuss the contents and conclusions with Bassetlaw District Council with a view to agreeing and formulating draft housing policies, taking the following into account during the process:
- the contents of this report, including but not limited to Tables 22 and 23;
  - neighbourhood planning Basic Condition E, which is the need for the neighbourhood plan to be in general conformity with the development plan (here, this is taken to mean the adopted 2011 Core Strategy)
  - the types (detached, semi-detached, terraced etc.) and sizes (1 bedroom, 2 bedroom etc.) of recent and existing dwelling completions and commitments (i.e. post 2015) and cross-referencing the findings of this assessment with Table 22, as what has already been provided will have an impact on the types and sizes of the remaining homes to be provided over the rest of the plan period;
  - the views of the District Council;
  - the views of local residents;
  - the views of other relevant local stakeholders, including housing developers; and
  - the numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by the Council, including but not limited to the SHLAA.
138. As noted previously, recent changes to the planning system, as well as forthcoming changes to the National Planning Policy Framework and the implementation of the Housing and Planning Act, will continue to affect housing policies at a local authority and, by extension, a neighbourhood level.
139. This advice note has been provided in good faith by AECOM consultants on the basis of housing data current at the time of writing (alongside other relevant and available information).
140. Bearing this in mind, it is recommend that the steering group should monitor carefully strategies and documents with an impact on housing policy produced by the District Council or any other relevant body and review the neighbourhood plan accordingly to ensure that general conformity is maintained.
141. Most obviously, this includes monitoring the status of the emerging new Bassetlaw Local Plan.
142. At the same time, monitoring ongoing demographic or other trends in the factors summarised in Tables 22 and 23 would be particularly valuable.

## Appendix A

### *Encouraging a wider range of tenures for the future*

143. Forms of 'tenure' (ownership) and types of housing provision in England ~~has~~ have developed significantly over the last 60 years. For many decades after the war there only 3 forms of tenure namely, privately rented, home ownership and 'social' housing which equated, until the early 1980's as Council Housing. The latter became known as social housing' as more and more housing associations started to deliver homes for affordable rent. After right to buy was introduced in 1980, new ways of part-owning a housing association home were devised variously called shared ownership or equity schemes.
144. Since the 1980's a small number of permanent housing co-ops were also built, collectively owned by their members, but still rented by the co-op tenants. In the noughties co-housing groups also started to form buying land to build or convert existing properties. These were groups of people who put in their own capital to collectively build, but to individually own their homes and run their schemes collectively. Housing Associations, Co-ops and Co-Housing are all non-profit maximising companies (i.e. any surplus is put back into their communities/housing). Small housing co-ops, co-housing groups as well as self-builders have often found it difficult to find suitable and affordable land for their projects.
145. With the advent of the 2011 Localism Act, a Community Right to Build was introduced as a route to planning for any community-led housing or building project (e.g. a community centre or all weather pitch). Community led is defined as housing designed and managed by local people and built to meet the needs of the community – not for private profit. There is now a well-developed network of support as well as easily accessible grants available for neighbourhood planning groups to investigate the feasibility of a potential project and to prepare such a project for either a traditional planning application or a community right to build 'order' - which goes through a similar examination and referendum as a neighbourhood plan to grant a planning permission.
146. With the 2016 Housing and Planning Act, the Government has also begun to promote an ambitious 'starter homes' programme and this also encourages neighbourhood planning groups to identify suitable sites for these. These are aimed at first time buyers, aged under 40 and are expected to be sold by developers or house-builders at no less than 20% below the open market value of the property.
147. Starter homes can be proposed on brownfield sites, exception sites, or greenfield sites. They will not contribute to section 106 calculations, but may benefit younger people locally, or wanting to live in the neighbourhood area, who cannot currently afford to buy locally.
148. Neighbourhood planning can therefore influence and encourage a wide range of tenures and types of 'affordable' and market housing locally by developing policies and site allocations that work for the community, land-owners and house builders together. Understanding your housing need locally, which tenures might help to build or maintain a sustainable and diverse community into the future and the potential of different sites in the neighbourhood area is crucial. AECOM and Locality can help groups, through direct Technical Support and Grants, to influence the wide potential range of housing tenures and provision for your place. The support, particularly around Community Right to Build

## **AECOM**

grants also encourages you to look into whether there might be, for example, groups of people locally who with the right kind of help, could develop a community led scheme on one or more of the sites you have identified.

AECOM (NYSE: ACM) is a global provider of professional technical and management support services to a broad range of markets, including transportation, facilities, environmental, energy, water and government. With approximately 45,000 employees around the world, AECOM is a leader in all of the key markets that it serves. AECOM provides a blend of global reach, local knowledge, innovation, and collaborative technical excellence in delivering solutions that enhance and sustain the world's built, natural, and social environments. A Fortune 500 company, AECOM serves clients in more than 100 countries and has annual revenue in excess of \$6 billion.

More information on AECOM and its services can be found at [www.aecom.com](http://www.aecom.com).

Address: 6-8 Greencoat Place, London SW1P 1PL  
Phone number +44 (0)20 7798 5000